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**THIS ACTION IS FUNDED BY THE EUROPEAN UNION**

**ANNEX 27**

to the Commission Implementing Decision on the financing of the multiannual action plan in favour of Sub-Saharan Africa for 2024-2025

**Action Document for Protection, Assistance and Durable Solutions for Populations Displaced by Conflict in Sub-Saharan Africa**

**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

<b>1. Title CRIS/OPSYS business reference Basic Act</b>	Protection, Assistance and Durable Solutions for Populations Displaced by Conflict in Sub-Saharan Africa OPSYS number: ACT-62322 Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI-Global Europe)
<b>2. Team Europe Initiative (TEI)</b>	Yes <ul style="list-style-type: none"> <li>Regional TEI for a Comprehensive Migration Approach in the Maghreb, Sahel and West African Countries in the Atlantic / Western Mediterranean Route</li> <li>Regional TEI for a Comprehensive Migration Approach in the Central Mediterranean Route</li> </ul>
<b>3. Zone benefiting from the action</b>	The action shall be carried out in Benin, Burundi, Central African Republic (CAR), Chad, Côte d'Ivoire, Democratic Republic of Congo (DRC), Ghana, Nigeria, Rwanda, Tanzania, Togo and Uganda
<b>4. Programming document</b>	Regional Multiannual Indicative Programme for Sub-Saharan Africa
<b>5. Link with relevant MIP(s) objectives / expected results</b>	The action contributes to the Priority Area 6: Migration, mobility, and forced displacement of the Regional MIP, and in particular:  <u>Specific Objective 2</u> : Address protection and long-term needs and support durable solutions for forcibly displaced populations (refugees and IDPs) and host communities <ul style="list-style-type: none"> <li>Result 2.1: Refugee and asylum seekers needs and rights are addressed in a balanced, coherent, comprehensive and coordinated manner aiming at the implementation of the Global Compact for Refugees (GCR) and its comprehensive refugee response framework (CRRF)</li> <li>Result 2.2: Nationally-owned durable solutions for IDPs and host populations supported in full respect of human rights and principle of complementarity</li> </ul>
<b>PRIORITY AREAS AND SECTOR INFORMATION</b>	
<b>6. Priority Area(s), sectors</b>	Priority Area 6: Migration, mobility, and forced displacement DAC code 151 - Government and civil society - general
<b>7. Sustainable Development Goals (SDGs)</b>	Main SDG (1 only): <ul style="list-style-type: none"> <li>SDG 10 to reduce inequality within and among countries, and its Specific target (10.7) Facilitate orderly, safe, regular and responsible migration and mobility of</li> </ul>

	people, including through the implementation of planned and well-managed migration policies  Other significant SDGs (up to 9) and where appropriate, targets: <ul style="list-style-type: none"> <li>• SDG 5 to achieve gender equality and empower all women and girls</li> <li>• SDG 13 to take urgent action against climate change</li> <li>• SDG 16 to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</li> </ul>			
<b>8 a) DAC code(s)</b>	DAC code 15190 - Facilitation of orderly, safe, regular and responsible migration and mobility – 100 %			
<b>8 b) Main Delivery Channel</b>	Non-governmental organisations (NGOs) and civil society - 20000 United Nations agency, fund or commission (UN) - 41000			
<b>9. Targets</b>	<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 checked="" type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
<b>10. Markers (from DAC form)</b>	<b>General policy objective @</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Participation development/good governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Aid to environment @	<input type="checkbox"/>	<input checked="" 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	<b>RIO Convention markers</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	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"/>
<b>11. Internal markers and Tags</b>	<b>Policy objectives</b>	<b>Not targeted</b>	<b>Significant objective</b>	<b>Principal objective</b>
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital governance	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital entrepreneurship	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital skills/literacy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	digital services	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	Connectivity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	digital connectivity	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	energy	<input type="checkbox"/>	<input checked="" type="checkbox"/>	
	transport	<input type="checkbox"/>	<input checked="" type="checkbox"/>	

	health education and research	<input type="checkbox"/>	<input checked="" type="checkbox"/>																																							
	Migration @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>																																						
	Reduction of Inequalities @	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>																																						
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>																																						
<b>BUDGET INFORMATION</b>																																										
<b>12. Amounts concerned</b>	<p>Budget line(s) (article, item):</p> <ul style="list-style-type: none"> <li>- 14.020120: EUR 35 000 000</li> <li>- 14.020121: EUR 55 000 000</li> </ul> <p>Total estimated cost: EUR 90 000 000</p> <p>For the TEIs, the key Member States and the indicative amount of their support is as follows:</p> <p>Regional TEI for a Comprehensive Migration Approach in the Maghreb, Sahel and West African Countries in the Atlantic / Western Mediterranean Route:</p> <table border="1"> <thead> <tr> <th>EU MS</th><th>Amount (EUR)</th></tr> </thead> <tbody> <tr><td>Belgium</td><td>7 875 000</td></tr> <tr><td>Germany</td><td>52 550 000</td></tr> <tr><td>Denmark</td><td>24 053 000</td></tr> <tr><td>Spain</td><td>61 909 000</td></tr> <tr><td>France</td><td>89 993 000</td></tr> <tr><td>Netherlands</td><td>47 730 000</td></tr> <tr><td>Italy</td><td>170 947 000</td></tr> </tbody> </table> <p>Regional TEI for a Comprehensive Migration Approach in the Central Mediterranean Route:</p> <table border="1"> <thead> <tr> <th>EU MS</th><th>Amount (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>Czech Republic</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> <p>The contributions refer to all actions under the two TEIs and not only to contributions to activities related to this action.</p>				EU MS	Amount (EUR)	Belgium	7 875 000	Germany	52 550 000	Denmark	24 053 000	Spain	61 909 000	France	89 993 000	Netherlands	47 730 000	Italy	170 947 000	EU MS	Amount (EUR)	Austria	4 594 000	Belgium	3 250 000	Czech Republic	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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<b>13. Type of financing</b>	<p><b>Direct management</b> through:</p> <ul style="list-style-type: none"> <li>- Grants</li> </ul> <p><b>Indirect management</b> with the entity(ies) to be selected in accordance with the criteria set out in section 4.4.2.</p>																																									

## 1.2 Summary of the Action

Forced displacement due to conflicts in Sub-Saharan Africa has reached high record and is mostly protracted. It is also highly localised with most refugees originating from a small number of countries and a small number of countries hosting most refugees. Intensified violence has led also to significant internal displacement within the

same countries. Beyond the need to support internally displaced people access their full rights as citizens, the challenge lies in ensuring the meaningful inclusion of refugees in development programs, necessitating a robust policy and legal framework to address their unique needs and enable their active participation in sustainable development efforts.

This action aims to contribute to alleviating protracted forced displacement in Sub-Saharan Africa by:

1. Strengthening resilience and self-reliance of the forcibly displaced populations and host communities, in particular of women, persons with disabilities and children
2. Providing inclusive and durable solutions for forcibly displaced populations, in particular of women, persons with disabilities and children

In the spirit of responsibility sharing, assistance will include supporting refugees in asylum countries, including by matching the pledges the concerned Governments made at the Global Refugee Forum, for instance on the inclusion of refugees in national and local development plans, and efforts to provide documentation for stateless refugees and their host communities. Assistance will also be provided to create conditions in countries of origin for voluntary return in safety and dignity when the conditions allow. The action will also support protection and durable solutions for IDPs in their own countries. Both in the cases of refugees and IDPs, the action will work with host communities, to seek to balance assistance to both displaced populations and host communities by providing services to both groups, thereby reducing communal tensions, and enhancing social cohesion.

This action intends to provide targeted solutions to protracted displacement situations related to (spill-over of) conflicts in CAR, Eastern DRC, coastal West African countries (Benin, Côte d'Ivoire, Ghana and Togo) and Nigeria, by focusing on refugees, IDPs and refugee returnees<sup>1</sup>, but also host communities. It will provide assistance to CAR refugees in DRC and Chad; DRC refugees in Burundi, Rwanda, Tanzania and Uganda; refugees and IDPs in Benin, Côte d'Ivoire, Ghana and Togo as a result of the Sahel crisis and its spill-over. It will also provide assistance to IDPs in DRC and in Nigeria<sup>2</sup>.

This action complements other actions at regional and country levels, as well as migration and humanitarian actions financed by the EU, in line with the New Pact on Migration and the Humanitarian - Development - Peace (HDP) nexus approach.

The action will contribute to the realisation of the EU Gender Action Plan 2021-2025 GAP III<sup>3</sup>, in particular to its thematic area of engagement, “Ensuring freedom from all forms of gender-based violence”, “Women, Peace and Security” and “Promoting economic and social rights and empowering girls and women”. It will also contribute to the objectives of the Great Green Wall initiative to create 10 million jobs and to support the millions of people living in communities across the Sahel, in the participating countries (Benin, Chad, Ghana, Nigeria).

### 1.3 Zone benefitting from the Action

The Action shall be carried out in Benin, Burundi, Central African Republic (CAR), Chad, Côte d'Ivoire, Democratic Republic of Congo (DRC), Ghana, Nigeria, Rwanda, Tanzania, Togo and Uganda, all countries included in the list of ODA recipients.

<sup>1</sup> As per the UNHCR definition of returnees: “A person who was of concern to UNHCR when outside his/her country of origin and who remains so, for a limited period (usually two years), after returning to the country of origin. The term also applies to internally displaced persons who return to their previous place of residence.”

<sup>2</sup> Other caseloads of forcibly displaced people in the region, such as CAR refugees in Cameroon, Chadian and Sudanese refugees in CAR, Burundian and other refugees in DRC, are not included in this action because their needs are already addressed in the following regional actions “Durable solutions for forcibly displaced populations in Sub-Saharan Africa” (AAP2021) and “EU Regional project to provide durable solutions for the Burundian refugee crisis in the Great Lakes Region” (AAP2022).

<sup>3</sup> JOIN(2020) 17 final JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL EU GENDER ACTION PLAN (GAP) III – AN AMBITIOUS AGENDA FOR GENDER EQUALITY AND WOMEN’S EMPOWERMENT IN EU EXTERNAL ACTION {SWD(2020) 284 final} of 25/11/2020

## 2 RATIONALE

### 2.1 Context

Countries in Sub-Saharan Africa hosted 7 million refugees (or 1 in 5 of all refugees globally) in 2022. The East and Central Africa region hosted 82 % of all Sub-Saharan African refugees, primarily in Uganda (1.5 million), Sudan (1.1 million) and Ethiopia (879,600). West African countries hosted around 1.05 million refugees. 80 % of all refugees in West Africa resided in Chad (592,800) and Niger (255,300). Countries in Southern Africa hosted 3 % of all Sub-Saharan African refugees (210,000)<sup>4</sup>. Women and girls accounted for an estimated 48.5 % of all refugees in Sub-Saharan Africa, while men and boys for 51.5 %<sup>5</sup>. Almost 90 % of all Sub-Saharan Africa refugees in 2022 originated from East and Central Africa. South Sudanese refugees accounted for 1 in 3 refugees in East and Central Africa, followed by DRC, Sudan and Somalia, almost 12 % each<sup>6</sup>.

Although the average unweighted Gini for Sub-Saharan Africa declined by 3.4 % points between 1991 and 2011, Sub-Saharan Africa remains one of the most unequal regions globally. Indeed, 10 of the 19 most unequal countries globally are in Sub-Saharan Africa and seven outlier African countries are driving this inequality. Between 1991 and 2011, a clear bifurcation in inequality trends existed across countries in the region. Furthermore, 17 countries (predominantly agricultural economies from West Africa and a few from other regions) experienced declining inequality, whereas 12 countries, predominantly in Southern and Central Africa and economies characterised by an important oil and mining sector, recorded an inequality rise<sup>7</sup>.

Conflicts and violence also triggered internal displacement in many Sub-Saharan Africa countries in 2022, giving the region the highest number of people living in internal displacement. Eight countries accounted for almost 90 % of the region's 28 million IDPs, primarily in East and Central Africa region (5.7 million IDPs in DRC, 3.9 million IDPs in both Somalia and Ethiopia, 3.6 million IDPs in Sudan, and 1.5 million IDPs in South Sudan), followed by West African countries (3.6 million IDPs in Nigeria and 1.9 million IDPs in Burkina Faso) and Southern Africa (over 1 million IDPs in Mozambique) in 2022<sup>8</sup>.

Even if this action target forced displacement due to conflict, it is relevant to recall that Sub-Saharan Africa is also vulnerable to climate change: out of a total of 54 African countries, 31 are among the 40 most climate vulnerable countries in the world<sup>9</sup>. Climate change is fuelling forced displacement, increasing health care needs and deteriorating access to health care<sup>10</sup>. In 2021, 2.6 million people were displaced in Sub-Saharan Africa due to climate-related disasters<sup>11</sup>. Estimates indicate that by 2050, up to 5 percent of Africa's population of some 2 billion people could be on the move due to climate impacts, up from 1.5 percent today<sup>12</sup>. Migration is already included as a climate adaptation priority in the Nationally Determined Contributions (NDC) of African countries including Nigeria, Uganda, South Sudan, Rwanda, Kenya<sup>13</sup>.

In Sub-Saharan Africa, significant gaps exist in the inclusion of forcibly displaced populations as they are often excluded from government and donor development programs, perceived primarily through a humanitarian lens, left out of national adaptation initiatives, and face an inadequate legal and policy framework that hinders their full integration and participation in host societies.

People with disabilities are particularly vulnerable in situations of forced displacement, due to lack of access to quality medical services and the creation of new barriers in the environment<sup>14</sup>. An estimated 10.3 million persons

<sup>4</sup> [UNHCR - Refugee Statistics](#)

<sup>5</sup> [UNHCR - Refugee Statistics](#)

<sup>6</sup> [UNHCR - Refugee Statistics](#)

<sup>7</sup> UNDP (2017) Income Inequality Trends in sub-Saharan Africa, Divergence, Determinants and Consequences.

<sup>8</sup> IOM DRC, Situation Report, July 2023

<sup>9</sup> ND Global Adaptation Index GAIN

<sup>10</sup> Climate change aggravating migration and health issues in the African context, [10.1016/j.jmh.2023.100151](#), 2023

<sup>11</sup> <https://www.internal-displacement.org/research-areas/Displacement-disasters-and-climate-change>

<sup>12</sup> Global Centre for Climate Mobility (2023). *The Africa Climate Mobility Report: Addressing Climate-Forced Migration & Displacement*.

<sup>13</sup> SLYCAN Trust (2021). *Briefing Note: Human Mobility in Nationally Determined Contributions*.

<sup>14</sup> Handicap International (2015). *Disability in Humanitarian Context. Views from affected people and field organisations*.

with disabilities were forcibly displaced in 2017, based on the WHO global estimate of 15 % of the population having a disability<sup>15</sup>.

The EU calls for a strategic partnership with Africa to tackle together the emerging challenges and to pursue common interests. This action supports EU regional priorities of responding to protracted displacement in DRC in line with the renewed EU Great Lakes Strategy and in Nigeria; mitigating the impact of the Sahel crisis and its spill-over effects into coastal West African countries; and providing durable solutions to forced displacement in and around CAR. Moreover, by supporting resilience and self-reliance and providing inclusive and durable solutions for forcibly displaced populations and host communities, the action will contribute to the Great Green Wall flagship programme in the participating countries (Benin, Chad, Ghana, Nigeria), notably to pillar 1 of its Accelerator for the “investment in small and medium-sized farms, promoting agro-ecological approaches resilient to climate change, and strengthening of value chains, local markets” and Pillar 2 for the “sustainable management of ecosystems, in order to improve livelihoods directly dependent on natural resources, increase stability and climate resilience”.

All countries under this Action (namely Benin, Burundi, CAR, Chad, Côte d’Ivoire, DRC, Ghana, Nigeria, Rwanda, Tanzania, Togo and Uganda) signed and/or ratified/acceded to the 1951 Refugee Convention relating to the Status of Refugee and its 1967 related Protocol, the 1954 Convention relating to the Status of Stateless Persons, the 1961 Convention on the Reduction of Statelessness (DRC is neither part of the 1954 Convention nor the 1961 Convention), the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention), and the GRC and its CRRF. At regional level, ECOWAS adopted a Memorandum on the equality of treatment for refugees in 2007. CAR, Chad and DRC have signed the 2022 Yaoundé Declaration on Solutions in the context of Forced Displacement related to the Central African Republic Crisis.

This action intends to contribute to Priority area 6 of the Regional MIP: ‘Migration, mobility, and forced displacement’, Specific Objective 2: ‘Address protection and long-term needs and support durable solutions for forcibly displaced populations (refugees and IDPs) and host communities’, Result 2.1: ‘Refugee and asylum seekers needs and rights are addressed in a balanced, coherent, comprehensive and coordinated manner aiming at the implementation of the Global Compact for Refugees (GCR) and its comprehensive refugee response framework (CRRF)’ and Result 2.2: ‘Nationally-owned durable solutions for IDPs and host populations supported in full respect of human rights and principle of complementarity’. The objectives of the Regional MIP are aligned with the SDGs and the main components of the United Nations 2030 Agenda for Sustainable Development. This action is further aligned with the Paris Agreement and in particular it contributes to averting, minimising and addressing loss and damage associated with adverse effects of climate change, both economic and non-economic.

This action is aligned with the Communication on a New Pact on Migration and Asylum<sup>16</sup>, the strengthened partnership with Africa, the Communication ‘Lives in Dignity’<sup>17</sup>, and the EU Approach to Forced Displacement and Development<sup>18</sup>, and will contribute to the 10 % spending target foreseen in the NDICI-Global Europe and to SDG 10 to reduce inequality within and among countries, specific target (10.7) to facilitate orderly, safe, regular, and responsible migration and mobility of people.

This action will contribute to the implementation of the GCR, affirmed by the UN General Assembly in 2019, which puts in place a new comprehensive refugee response model. The GCR envisions predictable and sustainable support to ease pressures on countries hosting refugees, enhances opportunities for refugees to become self-reliant, expands their access to third-country solutions, and supports conditions in refugees’ countries of origin so that they may be able to return in safety and dignity. The Compact set out arrangements to ensure that both refugees

<sup>15</sup> UNHCR (2019). *Working with Persons with Disabilities in Forced Displacement*.

<sup>16</sup> COM(2020) 609 final COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS on a New Pact on Migration and Asylum of 23/09/2020

<sup>17</sup> COM(2016) 234 final COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS Lives in Dignity: from Aid-dependence to Self-reliance Forced Displacement and Development {SWD(2016) 142 final} of 26.4.2016

<sup>18</sup> Council conclusions: [EU Approach to Forced Displacement and Development](#) (2016)



and their host communities benefitted from this support. The action will also place the EU as a key supporter to the implementation of the UN Action Agenda on Internal Displacement to better prevent, resolve and respond to internal displacement crises.

This action will also contribute to the implementation of the Gender Action Plan III<sup>19</sup> and promote gender equality and women's empowerment and reduce any form of gender-based discrimination. Women and girls displaced by conflict face particular risks, such as increased gender-based violence (GBV), unwanted and early pregnancy, maternal mortality and for girls, out of the school situation<sup>20</sup>, and lack normal protection structures and support.

This action will also ensure a close cooperation with actions funded under the EU Emergency Trust Fund for Africa, other projects funded by the Commission (such as the Regional Development and Protection Programme) and the FPI instruments, and other relevant actions, including borderlands, under the regional and countries MIPs. All actions funded under the regional MIP demonstrate a clear added-value from a regional perspective as per the principle of burden and responsibility sharing; hence, for this action, coherence and complementarity between regional and national programmes will be ensured. For instance, this action complements the following ongoing actions: "Durable solutions for forcibly displaced populations in Sub-Saharan Africa" (AAP2021) and "EU Regional project to provide durable solutions for the Burundian refugee crisis in the Great Lakes Region" (AAP2022). While this actions and the two others are similar in terms of areas of intervention and methodology, they complement each other in targeted countries and refugees' crisis (DRC refugees in Burundi, and Burundi refugees in DRC for instance).

Collaboration with other services of the Commission, such as ECHO, will be also ensured during the action's implementation in line with the HDP nexus approach. This will contribute to have a transformational impact on the ground and to strengthen the resilience and self-reliance of the refugees, IDPs, returnees, and host communities. Building up the Commission's work on addressing short-term needs, this action will provide long-term solutions and contribute to building peace, by adopting a conflict-sensitive approach so that external assistance does not inadvertently reinforce conflict and reduce humanitarian space.

This action will also engage with civil society organisations (CSOs) and local authorities in assisting refugees, IDPs and host populations, as necessary in accordance with the regional value added and subsidiarity principle.

This action will also contribute to the Migration TEIs in Africa (Atlantic/Western Mediterranean Route and Central Mediterranean Route), in particular the component on protection on refugees. It will capitalise on the good practices and lessons learnt from the TEIs, while ensuring synergies and complementarities.

## 2.2 Problem Analysis

### Short problem analysis:

In Sub-Saharan Africa, the challenge of inclusion of forcibly displaced populations in development programs is multifaceted. A key issue is the exclusion of forcibly displaced populations from both government and donor-driven development initiatives. This exclusion often stems from the prevailing perception of forcibly displaced populations primarily as beneficiaries of humanitarian assistance rather than as active contributors to broader development objectives.

Forcibly displaced populations are frequently left out of long-term development efforts that focus on areas like economic growth, education, healthcare, and infrastructure. This omission denies them opportunities for socio-economic advancement and self-reliance, reinforcing their dependence on humanitarian aid. This exclusion not only impacts well-being of forcibly displaced populations but also represents a lost potential for host countries to harness their skills and contributions for mutual benefit.

<sup>19</sup> JOIN(2020) 17 final JOINT COMMUNICATION TO THE EUROPEAN PARLIAMENT AND THE COUNCIL EU GENDER ACTION PLAN (GAP) III – AN AMBITIOUS AGENDA FOR GENDER EQUALITY AND WOMEN'S EMPOWERMENT IN EU EXTERNAL ACTION {SWD(2020) 284 final} of 25/11/2020

<sup>20</sup> United Nations Population Fund (UNFPA) (2015). [The State of world population 2015–Shelter from the storm: a transformative agenda for women and girls in a crisis-prone world.](#)

Another significant challenge is the humanitarian-centric perspective of refugees. While humanitarian aid is vital, it should not overshadow the potential roles of forcibly displaced populations in a country's development. Empowering forcibly displaced populations with education, skills, and employment opportunities can lead to their meaningful contributions to economic growth, social cohesion, and community development.

National climate change adaptation programs, designed to address socio-economic vulnerabilities, often overlook forcibly displaced populations. These programs enhance resilience to climate change, economic shocks, and other challenges but rarely consider the distinct vulnerabilities and needs of forcibly displaced populations. Consequently, forcibly displaced populations struggle to adapt to changing circumstances, exacerbating their socio-economic challenges.

Moreover, an inadequate legal and policy framework in many Sub-Saharan African nations compounds these issues. The absence of clear regulations and guidelines for inclusion of forcibly displaced populations hinders access to essential services, education, healthcare, and employment opportunities. This legal and policy vacuum perpetuates refugees' vulnerability and impedes their complete integration into host societies.

The consequences of these challenges are far-reaching, with forcibly displaced populations often reliant on humanitarian assistance, diminishing their sense of self-reliance and perpetuating vulnerability. Limited access to education and employment leads to social and economic isolation, potentially causing tensions with host communities as they compete for resources.

In conclusion, addressing these gaps in the inclusion of forcibly displaced populations necessitates a fundamental shift in the perception of forcibly displaced populations – from passive aid recipients to active participants in the development process. This shift, accompanied by a comprehensive legal and policy framework, can empower forcibly displaced populations to make meaningful contributions to their host communities, fostering economic growth, social harmony, and sustainable development. It represents an opportunity to unlock the potential of forcibly displaced populations for the collective benefit of host nations and the wider region.

The action targets four different forced displacement crisis: i) CAR: refugees hosted in Chad and DRC, and refugee returnees to CAR; ii) Eastern DRC: IDPs and refugee returnees to DRC, and DRC refugees hosted in neighbouring countries (Burundi, Rwanda, Tanzania and Uganda); iii) coastal West African countries (Benin, Côte d'Ivoire, Ghana and Togo): refugees, returnees, and IDPs displaced by conflict in the Sahel; and iv) Nigeria: IDPs affected by violence and non-international armed conflict.

#### Targeted area and beneficiaries 1: CAR refugees in DRC and Chad, and refugee returnees to CAR

Since 2013, CAR has been experiencing a protracted political and social crisis resulting in inter-community violence and forcing more than one third of the CAR population to flee within the country or to neighbouring countries. CAR counts 522,231 IDPs; 755,239 CAR refugees live in the neighbouring countries<sup>21</sup>, in particular DRC and Chad (besides Cameroon).

This action will complement the work of the Support Platform for the CAR situation. While the Platform is meant as a framework for galvanising political commitment and advocacy, this action proposes concrete initiatives to respond to the flow of CAR refugees in DRC and Chad.

DRC hosts 211,202 CAR refugees and asylum seekers<sup>22</sup>, of which 58 % are under the age of 18 and 54 % women and girls. The bordering provinces of Bas-Uele, North and South Ubangi host the vast majority of this population (210,846). These provinces are among the most underserved areas in DRC, characterised by poor social infrastructure and very limited access to basic services. Since the beginning of 2023, 1,590 CAR refugees have been assisted by United Nations High Commissioner for Refugees (UNHCR) and its partners to voluntary return to CAR, bringing the total to 15,621 since 2017.

<sup>21</sup> <https://data2.unhcr.org/fr/situations/car>

<sup>22</sup> <https://data.unhcr.org/en/country/cod> ; Data date: 27 February 2023.



For decades, DRC has an open-door policy towards refugees. In 2002, DRC adopted a national refugee law, establishing the National Commission for Refugees to process asylum applications and ensure the protection of refugees. Refugees holding a valid refugee card can access financial services and open bank accounts, as per the 2018 administrative directive of DRC Central Bank. Job-seeking refugees can register in the placement services database of the national employment agency on the same basis as nationals, thanks to a partnership between this agency and UNHCR. The updated NDC notably aims at reducing environmental pressures that could lead to forced displacement and its effects on health and well-being.

However, the socio-economic situation in most of the rural frontier zones hosting CAR refugees is poor, with limited access to basic services (education, health, GBV holistic care, etc.) and very few employment opportunities for both CAR refugees and their host communities, which in turn can create tensions between the two groups over the scarce resources available.

UNHCR and the Commission are looking for durable socio-economic solutions to transition from a humanitarian response to a development one. A camp exit model based on community-integrated business clusters enables host communities and refugees to develop their economic potential and maintain their peaceful coexistence. This Nexus approach is emerging<sup>23</sup>. As per UNHCR figures, Chad hosts 134,035 CAR refugees – CAR refugee women and girls comprise 54 % and men and boys 44 % of the registered population. They mainly live in camps (73 %)<sup>24</sup>.

In 2020, Chad adopted a law on asylum and in 2023 its implementation decree, which includes comprehensive provisions from refugees' reception to durables solutions while ensuring, among others, protection, free movement, health right, education right, access to justice, work and legal document, to refugees both at group and individual levels.

However, governmental authorities have limited capacities to manage large-scale refugees/ influx and local plans for development do not integrate refugees' needs. Like the host communities, the refugees find themselves in need of protection; when tensions rise in the South, refugees may be seen as a burden to the local population due to a competition of resources, with no options to be covered by a social protection system, which is virtually non-existent in general in Chad. This need for protection must be also seen in the context of gender issues, as women and girls are vulnerable to early marriage, GBV, and out of school situation. Moreover, host villages lack often of basic infrastructures such as schools, health centres, water points, community markets.

In CAR, improvements in specific areas have allowed for the possibility of returns. During an INTPA-UNHCR mission in DRC in September 2022, it was found that between 5 % and 10 % of CAR refugees are willing to return to CAR, mainly to the provinces of Lobaye and Ombella Mpoko (classified as 'green' by the safe return standards of UNHCR). In 2019, CAR signed a tripartite agreement on voluntary return with DRC and UNHCR. Regarding the tripartite agreement between CAR, Chad and UNHCR, the document has been finalized and cleared by both governments but not yet signed, given the current circumstances. Moreover, the CAR national strategy on durable solutions (2018-2021)<sup>25</sup>, which is currently being updated, provides for assistance to refugee returnees. Upon arrival, in the transit centres run by the national entity PARET, refugee returnees are provided with a return package composed of cash, vaccine inoculation, food and non-food items, dignity kit, and issuance of supplementary judgments in lieu of birth certificates or duplicate birth certificates. The Government is assisted by UNHCR in voluntary returns. According to UNHCR, since the start of the voluntary repatriation operation in 2017 and up to 31 December 2022, 32,660 Central African refugees have returned to CAR, including 5,612 registered in 2022. Also, since 1 January 2023, 2,149 individuals have been repatriated. Despite this support, in the long-term, CAR refugee returnees face steep challenges in accessing sustainable livelihoods and micro-finance, education, documentation (including land title deeds / ownership certificates), and basic services, including social safety nets.

Targeted area and beneficiaries 2: IDPs and refugee returnees to DRC, and DRC refugees hosted in neighbouring countries (Burundi, Rwanda, Tanzania and Uganda)

<sup>23</sup> UNHCR-INTPA: deep dive mission in Uele (CAR refugees), September 2022.

<sup>24</sup> UNHCR, DASHBoard réfugiés centrafricains au sud (as of 30 June 2023).

<sup>25</sup> République centrafricaine. Stratégie nationale des solutions durables pour les déplacés internes et les réfugiés de retour en République centrafricaine (2018-2021).

Nearly one million new displaced persons were identified in the first half of 2023 in DRC, in a context of deadly violence in the Eastern provinces of Ituri, North Kivu and South Kivu<sup>26</sup>.

As of June 2023, 5.6 million persons were reported to be internally displaced in these three provinces – 1.75 million IDPs in Ituri, 2.33 million IDPs in Nord Kivu and 1.53 million IDPs in Sud Kivu. Women and girls accounted for 51 % of the total IDPs<sup>27</sup>. For instance, since November 2022, Goma has been welcoming about 600 000 IDPs, fleeing the M23 crisis in North Kivu, in makeshift camps.

A draft law on IDPs is under development to domesticate the Kampala Convention into DRC legislation, as well as a draft decree to create a governmental authority responsible for internal displacement coordination, while SOPs on referral mechanism for persons in need of protection and psycho-social support are already in force.

Over the years, DRC has set up care structures for IDPs. However, IDPs face various challenges in their host communities, including limited access to basic services, scarce job opportunities and poor salaries, severe food insecurity, loss of their land, exploitation (GBV, labour exploitation, children protection issues), and loss of their identity cards which often hinder IDP children access to education. Generally, the IDPs organized in sites/makeshift camps face ethnic problems and cannot integrate into the displacement zone (these sites can also be the object of attacks). For IDPs who integrate into the host community, they often live with family members, hence creating concerns about pressure on housing, food, etc.

Since January 2023, around 510,000 persons who fled the country have returned to DRC, bringing the total of DRC refugee returnees to 2.3 million people. Most of the DRC refugees have returned to the provinces of Nord-Kivu and Ituri<sup>28</sup>. DRC refugee returnees are confronted with various problems, including disputes around access to land, ethnic tensions and social discrimination, lack of economic reintegration opportunities coupled with labour exploitation, language issues (especially for DRC refugees in Uganda or Rwanda who evolved in an English-speaking system from an early age while the DRC is French-speaking), and lack of identity documents necessary to have access to certain basic services.

In 2022, around 683,000 DRC persons sought refuge in the neighbouring countries: Uganda (70 % or 476,222 DRC refugees), Burundi (12 % or 83,887 DRC refugees), Rwanda (11 % or 71,966 DRC refugees) and Tanzania (7 % or 50,632 DRC refugees)<sup>29</sup>.

In Uganda, DRC refugee women and girls comprise 52 % of the registered population, while children represent 80 % of the total. Most DRC refugees reside in settlements located in underdeveloped districts in the Southwest and Midwest of Uganda, with fewer numbers in the settlements in the North and some 27,400 locate in Kampala.

Uganda adopted its Refugees Act in 2006 and its Refugees Regulations in 2010. Freedom of movement, the right to work, establish businesses, own property, and access national services are granted to refugees under Uganda's legal framework. Like other refugees, DRC refugees in Uganda are provided with land for housing and cultivation in dedicated settlements, have access to safe water resources and utilize the same healthcare facilities, and DRC refugee children can attend school alongside Ugandan children. The inclusion of refugees in the Uganda's National Development Plan III and District Development Plans<sup>30</sup> allows for their integration into development planning and statistics. Moreover, Uganda linked forced displacement with climate action since its first NDC in 2015. The 2021 update aims at strengthening policy linkage and actions on climate change, forced displacement and disaster risk reduction.

<sup>26</sup> <https://reporting.unhcr.org/democratic-republic-congo-regional-refugee-response-plan-2023>

<sup>27</sup> <https://data.unhcr.org/en/country/cod>

<sup>28</sup> OCHA. RÉPUBLIQUE DÉMOCRATIQUE DU CONGO, Personnes déplacées internes et retournées. Mars 2023, <https://response.reliefweb.int/democratic-republic-congo>

<sup>29</sup> [UNHCR - Refugee Statistics](https://data.unhcr.org/en/country/cod)

<sup>30</sup> National Planning Authority, Republic of Uganda. Third National Development Plan (NDPIII) 2020/21 - 2024/25; District Development Plans.

However, access to the above-mentioned settlements is challenging as roads are in poor condition and have been worsened by the heavy rains. Until the crops are harvested, the new arrivals have limited space, including to cook. This has created tensions amongst refugees and has a negative impact on peaceful co-existence. Furthermore, there has been a reduction in the availability and level of water, sanitation, and hygiene (WASH) services, which is attributed to the gap between the high rate of arrivals from the DRC and the speed of infrastructure development in settlements. The rise in the population number has strained the existing sanitation system, reducing latrine coverage in households, schools, and health centres. The lack of adequate electricity supply in settlements impacts health facilities, schools, water pumps, reception centres and street lighting to operate.

As of 31<sup>st</sup> July 2023, Burundi hosted 84,118 refugees and 3,098 asylum-seekers. The vast majority (99 %) are from DRC. Roughly 37 % (32,414) live in urban locations, while the remainder reside in Burundi's five camps. 54 % of the refugees and asylum seekers are boys (27 %) and girls (27 %) below 18 years, 43 % are men (21 %) and women (22 %) over 18 years. Elders over 60 years represent 3 % of the refugees and asylum seekers.

The Government of Burundi has shown a willingness to increase refugee access to livelihoods and public services in line with provisions made in the national legislation. Although the new 2021 law on migration is quite progressive, the reality is quite different. Asylum seekers, refugees and stateless people are categorized as migrants. This categorization does not spell out specific legal protection for refugees, asylum seekers, and stateless people.

While DRC urban refugees can move around the country, DRC camp-based refugees are required to obtain an exit permit from the local authorities every time they need to leave the camp. Similarly, there are (de facto) restrictions for refugees to access Burundi's labour market thus limiting DRC refugees' opportunities for income generation, financial products and basic social services. Moreover, many cases of GBV in refugee camps go unreported due to fear of reprisal, limited access to justice, stigma, discrimination, and the culture of impunity. The risk of GBV is aggravated by the lack of public lighting in settlements, lack of shelter, lack of privacy in communal facilities, and the low socio-economic status of refugees living in urban areas. This additional vulnerability is compounded by the fact that refugees have more limited access to formal or informal justice mechanisms because of their status. They are also limited by barriers related to cultural attitudes and morals, including gender taboos. The education sector faces several challenges that often expose DRC refugee children to protection vulnerabilities. These include poor school infrastructure, with some schools having up to 65 students per classroom on average, minimal school attendance by girls (at least once a month), and gap in the distribution of hygiene kits. Also, refugees' lack of tertiary education prospects often leads some to drop out of school.

The ongoing protracted crisis in DRC makes a safe, sustainable return very unlikely in the near future and increases the need for refugees from DRC to become self-reliant in Burundi and live peacefully alongside their host communities. However, Burundi's resources are very stretched, and the country is struggling to provide enough livelihood opportunities, even to its own citizens.

As of 31<sup>st</sup> May 2023, Rwanda hosted approximately 82,000 DRC refugees – DRC refugee women and girls comprise 55 % of the registered population, while children represent 51 % of the total. Many DRC refugees have been in Rwanda since 1996, but given the current volatile political situation, almost 8,000 asylum seekers have fled to Rwanda since November 2022.

Rwanda has enacted the 2016 Refugees Law, which outlines the rights and obligations of refugees, including access to education, healthcare, and the right to work. National legislation further grants refugees freedom of movement and the right to own land, establish a business and access to documentation.

Despite the country's efforts to provide them with an enabling environment, many DRC refugees struggle in securing livelihood opportunities in Rwanda, due to structural barriers and insufficient services. Furthermore, there are concerns related to Congolese refugees being recruited to fight in armed groups in the DRC and other neighbouring countries.

Under the leadership of UNHCR Filippo Grandi, DRC, Rwanda and UNHCR have committed at political level, to a Road map for finding durable solutions for Congolese refugees and prepare the return to DRC, as part of a political process, and when security conditions will be met. Return of refugees would imply integration in their

communities, land and livelihood solutions. This is the only table where both DRC and Rwanda meet, and it covers one of the root causes of the conflict.

Tanzania has been a host to DRC refugees since 1996. Since the violent clashes which started the end of last year, from 1<sup>st</sup> of March 2023, asylum seekers from DRC started arriving in Tanzania. They came mainly from Masisi and Rutshuru territories in North Kivu. They are fleeing through Goma, Bukavu and Uvira and reaching Tanzania by boat, crossing the Lake Tanganyika in the late evening to early morning hours. Thus, as of 31<sup>st</sup> of July 2023, the Tanzania hosted 88,144 refugees and asylum seekers from the DRC (see table below for disaggregated data), most of whom are living in the Nyarugusu refugee camp in the Kigoma region, Western Tanzania. The Government of Tanzania oversees the camp management.

Table 1: DRC refugees and asylum seekers in Tanzania, at 31<sup>st</sup> July 2023

	0-04 years	05-11 years	12 -17 years	18 – 59 years	60 + years	Total	%
Female	9,465	9,175	6,589	18,251	1,796	45,276	51,4 %
Male	9,499	8,982	6,679	16,470	1,238	42,868	48,6 %
Total	18,964	18,157	13,268	34,721	3,034	88,144	100 %

The Government of Tanzania registers new arrivals as well as for the DRC refugees living in Kigoma villages and provides them with legal status as asylum seekers. However, some Congolese living in Kigoma villages often do not have a clear legal status, mainly due to restricted access to Tanzanian territory and asylum procedures to Congolese (and Burundians) since 2017. Others are not registered given the limited government capacity to do so.

Moreover, the Refugee Act of 1998 tightens restrictions on the rights of refugees in the country and increased controls on the movement of encamped refugees. The country also has the National Refugee Policy published in 2003. The policy sets out standards and procedures which conform to the generally accepted principles enshrined in the International Conventions and Protocols on refugee.

DRC refugees are facing a wide range of restrictions, such as the application of a strict encampment policy. This leaves them with no to little freedom of movement outside of the camp. They are also limited in terms of conducting income generating activities thus making them solely dependent on humanitarian assistance to meet their basic needs. Kitchen gardening is only allowed in order to supplement their diet, but they are not allowed to sell any of their produce. They are in fact restricted on the crops they are allowed to cultivate and the plot size. Energy remains a challenge, currently they depend on firewood to cook food and only people with special needs such as pregnant mothers are supplied with briquettes. Bicycles and motorcycles are only limited to the refugees' leaders.

As 78,6 % of the Nyarugusu camp population are women and children, they face high protection risks. DRC refugee women are disproportionately vulnerable to violence. Latest reports are showing that GBV is still prevalent in the camp, and DRC refugee women are facing intimate partner violence. Since the beginning of 2023, the main type of GBV disclosed by survivors are physical assault, rape, psychological and emotional abuse, denial of resources and sexual assault. Newly arrivals from DRC were also disclosing that they faced sexual violence and GBV back in their home country. Congolese girls are also at risks of early marriage, especially for unaccompanied and separated Children.

In addition, Tanzania runs a parallel education system, and DRC refugees are only allowed to follow the DRC curriculum. Every year, examinations are brought from the countries of origin of the refugees. While these examinations are yearly and mandatory for school-age refugee children, these children are at a much higher risk of missing exams in September 2023.

#### Targeted area and beneficiaries 3: Refugees, returnees, and IDPs in coastal West African countries (Benin, Côte d'Ivoire, Ghana and Togo)

Since 2022, the crisis in the Sahel have trigged displacement towards the coastal West African countries and in particular Benin, Côte d'Ivoire, Ghana and Togo. As of mid-July 2023, these four coastal West African countries hosted an estimated 67,456 people fleeing mainly from Burkina Faso (more than 90 %), but also to from Togo (around 7 %), Mali (around 2 %) and Niger (less than 1 %). The displacement of Togolese citizens is linked to the

spillover effects from Burkina into Togo with attacks on villages in Northern Togo prompting Togolese citizens to flee to Benin in search of safety. Overall, out of the total displaced population in the coast countries due to the situation in Sahel, 56 % were women and girls, and 44 % men and boys.

In Benin, out of a total of 10,000 estimated refugees' population, 50 % are Burkinabes, 48 % are Togolese and 2 % Nigeriens. UNHCR has already registered 2,684 refugees, 6,557 asylum seekers and 7,791 IDPs (women and girls representing 63 % of the total, and men and boys 37 %). Among them, there are 228 persons with disability, 200 female headed households, 73 separated and unaccompanied children.

In 2022, the country revised its Law No. 2022-31 on the Status of Refugees and Stateless Persons in the Republic of Benin. Despite the fact that Benin legislation embodies rights for refugees in the country in line with international standards, many displaced persons lack access to basic services (including food and non-food-items and health services), and also have experienced protection incidents while fleeing their countries of origin (including family separations and child exploitation, incidents related to improvised explosive devices, and violence against civilians).

In Côte d'Ivoire, out of a total of 29,344 estimated population, 28,374 are Burkinabe, 962 are Malian and 8 Nigeriens. While an estimated of 5,128 refugees have settled in two refugee camps opened by the Ivorian government on 25 July 2023, the majority of them live in villages together with the host communities.

Côte d'Ivoire guarantees the right to asylum in article 23 of its Constitution<sup>31</sup> and is equipped with a national framework for the reception, protection and refugee status determination, under the lead of the Ministry of Foreign Affairs.

Refugees living together with host communities share with them the same challenges in terms of education, health and wash, as many villages do not have schools, medical centres nor pumps for the supply of drinking water. Women and girls have also difficulties in their supply of periodic pads. Food insecurity is also a major problem. Finally social cohesion is at high risks, at time challenge mainly because the massive presence of refugee cattle herds. People fear that the impending farmer-herder conflicts due to land scarcity, the destruction of water reservoirs and the non-respect of transhumance corridors will provoke additional violence between host and displaced populations. Since 25 May 2023, the government formally banned the entry of refugees' livestock into Ivorian territory.

Ghana hosted an estimated 8,112 refugees from Burkina Faso – or 13 % of the total Burkinabe refugees in the four coastal countries. UNHCR declared the situation a level 1 emergency.

At the request of the Government of Ghana, the Ghana Refugee Board (GRB) rolled out a programme in the North, with the assistance of UNHCR, leading to the creation of both reception centres (two have been established so far) to screen and register refugees as well as refugee settlement. As of July 2023, out of 8,000 reported refugees, 3,220 were biometrically registered and 540 have been relocated to the dedicated settlement.

The legal framework for the protection of refugees is governed by the 1992 Ghana Refugee Act (PNDCL 305D) and is implemented by the Ghana Refugee Board, which is under the Ministry of the Interior. Ghana has a very progressive asylum system that promotes the integration of refugees into national services. Refugees are allowed to use national social services and infrastructure such as schools and hospitals at par with the nationals.

Burkinabe refugees mainly seek refuge in the underdeveloped Northern regions of Ghana, especially Upper East and Upper West, which are not prepared to face an influx of refugees. This is putting unbearable pressure on already overstretched social services and infrastructures, hence limiting de facto refugees access to services and potentially creating conflict with the host communities over resources.

Development partners are working towards appropriate responses to the emergency under the lead of UNHCR and WFP, who carried out a multi-sectoral needs assessment concluding that the crisis calls for both humanitarian

<sup>31</sup> “Any person persecuted because of his political, religious, philosophical or ethnic beliefs may enjoy the right of asylum in the territory of the Republic of Côte d'Ivoire, provided that he complies with the laws of the Republic”, free translation.

assistance and development assistance, in line with the HDP nexus. In this context, coordination with ongoing and upcoming projects will be of utmost importance, starting with projects funded by the EU, notably in the field of agriculture, sustainable cities, energy, private sector development and technical and vocational education and training, as well as an upcoming project in the field of food security (with FAO).

Togo hosted an estimated 20,000 refugees from Burkina Faso – or one third % of the total Burkinabe refugees in the four coastal countries. Moreover, due to the spillover effect of the crisis in Burkina Faso into Northern Togo, 4,800 Togolese have fled to Benin in search of safety, and 32,000 are internally displaced. Forcibly displaced people live in urban centres and in rural areas within the host communities, but they are confronted by overcrowded accommodation. The Togolese Law No. 2016-021 governs the status of refugees in the country. Regarding Burkinabe refugees, the Togolese authorities have given them access to the national territory and to the asylum system through a simplified asylum procedure combining registration and refugee status determination.

However, as for local populations, both refugees and IDPs are confronted with limited access to basic services, including health services, education and drinking water. Moreover, despite the proximity of an international border, which often creates the conditions of steady commercial exchanges, the local economy lacks dynamism and does not create sufficient job possibilities for the newly arrived populations in the informal and, *a fortiori*, formal market.

#### Targeted area and beneficiaries 4: IDPs in Nigeria

Northeast Nigeria has suffered a protracted crisis and armed conflict since 2009, resulting in forced displacement of millions of people, primarily to urban areas in Borno (1,640,408), Adamawa (223,910) and Yobe (151,366). Northwest Nigeria is affected by herders-farmers clashes, banditry, violence and killings, and cross-border criminality. This has led to increasing forced displacement with only the State of Kano having a total of 27,058 displaced people. Internal displacement in Nigeria is driven by a complex interplay of factors, including violence perpetrated by non-state armed groups (NSAGs), and intercommunity tensions rooted in ethnic, religious and land conflicts.

Nigeria addresses internal displacement issues through the National IDP policy (2022) and the domestication of the Kampala Convention through an IDP law (2023), the development of return plans at the state level, and the establishment of mechanisms to coordinate durable solutions, for example in Adamawa and the efforts in Borno States respectively.

However, IDPs in Nigeria face numerous protection challenges, such as difficulties in accessing documentation, permanent shelter, sustainable livelihoods, essential services and economic opportunities. Many are unable to return to their ancestral homes due to security reasons and are trapped in a long-term state of displacement with limited prospects for sustainable integration in urban areas, return and/or relocation. Access to social services and to humanitarian aid has been made more difficult by the closure of camps implemented by the Borno State authorities, as was seen in the Maiduguri metropolitan area in 2021 and 2022. Returns of IDPs are always at risk of being instrumentalised by the local authorities to demonstrate an apparent stabilisation of the context. There are major concerns on the safety of the people returned and on the informed, sustainable and dignified character of these movements. DG INTPA is funding an IDP Solutions Advisor in the office of the UN Resident Coordinator in Abuja and this action would complement policy efforts in the field of internal displacement.

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

#### *As duty bearers:*

National authorities and agencies dealing with forced displacement and protection in the countries targeted under this action are the primary providers of protection and solutions and will be instrumental in the coordination of the interventions in their respective countries, in terms of voluntary return and reintegration, as well as integration of refugees into their countries of asylum. The gender machinery and national human rights institutions will be involved as well. Relevant local authorities will be also engaged by using a territorial integrated approach via the implementation of strategies at different spatial scale and more collaborative models of governance, including by



building their capacity. Engagement with local authorities needs to be prepared and assessed carefully to mitigate the risk of instrumentalization of returns and/or any other issues.

Regional Economic Communities (RECs) are coordinating regional dialogues with their respective Member States on forced displacement and will be instrumental in promoting a regional approach to the issue and in operationalizing legal standards and policy frameworks within the context of mixed flows.

Civil society, including national and international NGOs, refugee-led organizations, women organisations and CSOs working on the rights of people with disability, in the countries targeted under this action can play a crucial role in providing operational support to forcibly displaced populations and working for social cohesion in local communities.

Many EU Member States and their development agencies are engaged in the countries targeted under this action in the field of forced displacement and all efforts will be made to coordinate closely with their activities and programs and increase synergies and complementarities in a Team Europe approach.

Under its Statute, UNHCR provides international protection to refugees and seeks permanent solutions for them, acting on the authority of the UN General Assembly (GA). In that capacity, it is the lead agency with respect to refugee protection, responsible for seeking solutions in the UN system in association with a wide array of stakeholders. As set out in subsequent GA resolutions, its responsibilities include coordination, provision of protection and assistance, obtaining solutions, and advocacy. UNHCR is also responsible for ensuring that States adhere to internationally accepted standards with respect to refugees and stateless persons and for strengthening States' capacity to protect such persons. UNHCR also plays a key role, recognised by the GA, with regards to returns of refugees to countries of origins. It is also a key actor with regards to internal displacement, including inter alia working on protection and identifying solutions in line with relevant GA resolutions.

The International Organisation for Migration (IOM) has a specific role 'to concern itself with the organised transfer of refugees, displaced persons and other individuals in need of migration services' (Art. 1§1b of the IOM Constitution). Furthermore, being mandated to deal with internal migration, IOM has substantial practical involvement in assistance to IDPs, which is guided by the IOM policy paper on 'Internally displaced persons: IOM Policy and Activities'. IOM's activities are aimed at assisting and protecting those who are displaced, including through camp management. IOM and UNHCR globally co-lead the Camp Coordination and Camp Management (CCCM) Cluster for natural disaster and conflict-induced IDP situations respectively.

The UN Resident Coordinator Offices play a pivotal role in facilitating the integration of forcibly displaced populations into development programs in Sub-Saharan Africa. They coordinate efforts among UN agencies, governments, and partners, advocating for inclusive policies, mobilizing resources, and ensuring a cohesive, multi-stakeholder approach to address the challenges of the inclusion of forcibly displaced populations effectively.

As part of a global effort, the World Bank (WB) is actively engaged to help better manage the forced displacement crisis, in support of its mission to reduce poverty and contribute to achievement of the Sustainable Development Goals. The WB is a key partner of the EU and has many complementary programs, hence coordination between the two institutions will be ensured.

*As rights holders:*

The interest and welfare of refugees, IDPs, refugee/IDP returnees (including women in all their diversity and people with disabilities) and host communities will be at the centre of all considerations in this action in line with the 1951 Refugee Convention relating to the Status of Refugee and its 1967 related Protocol, and the 2009 African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention). Diverse and specific activities and processes will be initiated to ensure their voice heard, their needs assessed and taken into account when implementing this action.

### 3 DESCRIPTION OF THE ACTION

#### 3.1 Objectives and Expected Outputs

The Overall Objective of this action is to contribute to addressing forced displacement due to conflict in selected countries in Sub-Saharan Africa through regional approaches.

The Specific Objectives of this action are to:

1. To strengthen multidimensional (climate, post-conflict) resilience and self-reliance of the forcibly displaced populations and host communities, in particular women, persons with disabilities and children
2. To provide inclusive and durable (socially, environmentally) solutions for forcibly displaced populations, in particular women, persons with disabilities and children

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

In relation to Specific Objective 1:

- Output 1.1: Enhanced access to basic services by forcibly displaced populations and host communities, in particular women in all their diversity, persons with disabilities and children
- Output 1.2: Enhanced access to employment by forcibly displaced populations and host communities, in particular women in all their diversity and persons with disabilities

In relation to Specific Objective 2:

- Output 2.1: Supported local integration of forcibly displaced populations, in particular women, persons with disabilities and children, in their host communities
- Output 2.2: When conditions are suitable, supported voluntary return of forcibly displaced populations, in particular women, persons with disabilities and children, in their countries/locations of origin

#### 3.2 Indicative Activities

Activities relating to Output 1.1:

- Developing gender and human rights need assessments of forcibly displaced populations, including persons with disabilities, to achieve a broad and comprehensive understanding of effective protection management policies
- Facilitating access to comprehensive health care package, with special attention to women's human rights
- Increasing access to inclusive and equitable water, sanitation and hygiene services, with special attention to women and children needs, including considering the risks of communicable and non-communicable diseases and the stresses induced by climate change (e.g., through awareness raising on water use efficiency)
- Facilitating access to safe, dignified, equitable, climate proof and appropriate accommodation/shelters
- Facilitating access to documentation (identity documents, birth certificates), including for stateless people
- Facilitating access to essential services, including health, justice and social services, for survivors of GBV
- Facilitate access to social safety nets, when available, to the most vulnerable, including women, persons with disabilities and children
- Facilitating enrolment in the educational system for children, including in community-based schools, and education programmes for adults, including women (for instance, literacy, numeracy and digital skills' courses)

Activities relating to Output 1.2:

- Supporting forcibly displaced persons, including women and persons with disabilities, to access economic opportunities aimed to increase their socio-ecological resilience, such as income-generating activities (for instance, business development support, access to banking and microcredit, climate smart agriculture and livelihoods) and/or training support (for instance vocational training, skills' development, climate proofing of local infrastructure and housing, financial literacy training, language skills)

- Contributing to a conducive environment for private sector development, including by working with the local authorities to establish a conducive environment for entrepreneurship for the forcibly displaced populations with gender and human rights sensitive approach, promoting businesses oriented towards green economy transition (for instance renewable energies, recycling and upcycling, green digital development)
- Development of climate smart, environmentally and socially sustainable value chains and market linkages, involving both the forcibly displaced populations and host communities in order to increase their livelihood opportunities with gender and human rights sensitive approach
- Enhancing the carrying capacity of allocated land for the forcibly displaced populations and improving local processing of agricultural products and market access
- Cash for work with regard to infrastructure in areas hosting forcibly displaced populations

#### Activities relating to Output 2.1:

- Promoting legal and policy reforms for refugee inclusion / IDP access to their citizen's rights
- Promoting the inclusion of forcibly displaced populations in regional, national and local development plans and contingency planning
- Promoting peace building, reconciliation and healing among the forcibly displaced populations through dialogue and mediation
- Promoting social cohesion and conflict prevention between forcibly displaced populations and host communities by supporting community initiatives, dialogue and mediation with gender and human rights sensitive approach
- Supporting capacity development of decentralised and local authorities in preparation of further forced displacement and facilitating both the management of new population in hosting areas by local authorities, and future integration with gender and human rights sensitive approach

#### Activities relating to Output 2.2:

- Ensuring the exercise of a free and informed choice including by compiling and sharing updated information on their country of origin with refugees
- Supporting return transportation options which are in line with the rights, dignity, safety and freedom of choice of refugees
- Supporting addressing the issue of housing, land and property rights, including access to persons with disabilities, including by addressing the potential risks related to climate change-related extreme weather events
- Supporting access to national documentation
- Providing access to basic services (shelter, energy, water, sanitation and hygiene, food, health) taking into account the changing context and climate
- Collaborating on livelihoods interventions in return areas through providing agricultural inputs, income generating opportunities, microcredit schemes, etc. which promote a sustainable and equitable access to natural resources taking into account risks related to climate change
- Facilitating the participation of returnees in local reconciliation activities with particular attention to women, persons with disabilities and children

The commitment of the EU's contribution to the TEI to which this action refers, will be complemented by other contributions from Team Europe members. It is subject to the formal confirmation of each respective member's meaningful contribution as early as possible. In the event that the TEIs and/or these contributions do not materialise, the EU action may continue outside a TEI framework.

### 3.3 Mainstreaming

#### **Environmental Protection & Climate Change**

While this action's primary focus is related to forced displacement due to conflict, complex relationships exist between conflict, displacement, environmental degradation and the impacts of climate change. When developing durable solutions, due consideration will be given to forcibly displaced persons' livelihoods and skills through new adaptation skills, jobs in the green economy with opportunities for new sources of income, which in turn will reduce inequalities in access to natural resources.

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

The Strategic Environmental Assessment (SEA) screening 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 the action as Category C (no need for further assessment).

**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 this action is no or low risk (no need for further assessment)

**Gender equality and empowerment of women and girls**

As per the OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that a gender perspective in forced displacement will be applied during the action's implementation. In the countries covered by this action, forcibly displaced women and girls comprised 51 % of the total forcibly displaced population. Forcibly displaced women, men, girls and boys constitute a heterogeneous group. Forcibly displaced women face different risks and insecurities in the different stages of the displacement process from those faced by men. They are considered as persons in most vulnerable situations, requiring a specific protection response as they are at higher risk of GBV, discrimination and other human rights abuses.

**Human Rights**

A human rights-based approach will be integrated throughout the action. While forcibly displaced persons in all their diversity, including persons with disabilities, are not inherently vulnerable, they can be vulnerable to human rights violations at all stages of their journey. By applying a human rights-based approach, the action will support the right holders in claiming their rights and assist partner countries in implementing their international human rights obligations. The action will place forcibly displaced populations at the centre of local policies and governance, underlined by the fundamental principles of non-discrimination, empowerment, participation and inclusion, and accountability. The action will engage as much as possible all relevant stakeholders at countries levels in order to achieve a broad and comprehensive understanding of effective protection management policies. A 'Do-No-Harm' approach will be applied that relies on the understanding/analysis of the impact of aid on existing conflicts and its interactions within a particular context, with the goal to limit or prevent unintended negative effects on the social fabric, the economy, and the environment. Implementation of this approach will be a must in the particular case of support to returns. Capacity building activities of key stakeholders will promote good governance principles with an emphasis on a rights-based approach to assistance to the forcibly displaced populations.

**Disability**

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D1. The action will contribute to promote, protect and ensure the full and equal enjoyment of all human rights and fundamental freedoms by forcibly displaced persons with disabilities, in line with the EU disability strategy 2020-2030<sup>32</sup> and the UN Convention on the Rights of Persons with Disabilities. It will ensure that rights of persons with disabilities will be respected, and the planned activities are disability inclusive. It will encourage partners and programme participants to take the initiatives to protect persons with disabilities and invite organisations representing people with disabilities as much as possible.

**Reduction of inequalities**

As per the Inequality Marker, this action is labelled as I2. This action will contribute to tackle inequalities that forcibly displaced persons in all their diversity, including persons with disabilities, face in the countries/localities

32 COMMUNICATION FROM THE COMMISSION TO THE EUROPEAN PARLIAMENT, THE COUNCIL, THE EUROPEAN ECONOMIC AND SOCIAL COMMITTEE AND THE COMMITTEE OF THE REGIONS  
Union of Equality: Strategy for the Rights of Persons with Disabilities 2021-2030, COM(2021) 101 final.

where they are arriving to, in line with the SDG 10 which aims at reducing inequalities that are based on, among others, race and ethnicity. In particular, the action could focus on economic inequalities (income), social inequality (access to education or employment) and environmental inequality (access to natural resources). Contributing to reducing these inequalities is key to ensuring that no one is left behind and is a necessary condition for sustainable poverty reduction and social cohesion.

### **Democracy**

Displacement in Sub-Saharan Africa can be linked to failings in democratic processes and the state of democratic space in a given country. This action will support the restoration of protection of all democratic rights of the forcibly displaced persons.

### **Conflict sensitivity, peace and resilience**

Forced displacement in Sub-Saharan Africa is directly related to the peace and security situation in the region. This action will be implemented with a conflict sensitivity lens and a do-no-harm analysis. It will strive to increase peace amongst displaced communities and between displaced and host communities. It will also contribute to strengthening the resilience of displaced and host communities. In areas of return, care will be paid to a balanced assistance between refugee returnees and IDP returnees and to the situation of existing populations not to create tension and disparity.

### **Disaster Risk Reduction**

Similarly to section 'Environmental Protection & Climate Change', while this action's primary focus is related to forced displacement due to conflict, complex relationships exist between conflict, displacement, environmental degradation and the impacts of climate change. When developing durable solutions, due consideration will be given to forcibly displaced persons' livelihoods and skills through jobs in the green economy with opportunities for new sources of income, which in turn will reduce inequalities in access to natural resources.

### **Other considerations if relevant**

The action will also tackle the issues of statelessness, to the extent possible. Lacking important legal rights and often unable to access essential services, many stateless displaced persons are marginalized, discriminated against and vulnerable to exploitation and abuse.

## **3.4 Risks and Lessons Learnt**

<b>Category</b>	<b>Risks</b>	<b>Likelihood (High/ Medium/ Low)</b>	<b>Impact (High/ Medium/ Low)</b>	<b>Mitigating measures</b>
External environment	Deterioration of security situation, reluctance of governmental authorities to provide access to regions affected by population displacements and/or to facilitate the implementation of activities	Medium	High	Situation and needs analysis and coordination, and risk assessments will be conducted in all programs. Do no harm and leaving no one behind approaches will be applied to reduce or at least not exacerbate existing conflicts
External environment	Tensions over limited resources between forcibly displaced populations and host communities prevent the	Medium	Medium	An inclusive and integrated approach targeting the forcibly displaced populations and host communities will be adopted, conflict sensitivity principles will be applied, and economic and social development initiatives will be

	implementation of activities			implemented to the benefit of both groups with a H – D – P nexus approach
External environment	Women are prevented from being included for a multitude of reasons, including cultural customs, prejudicial gender norms, inadequate legal frameworks and protection mechanisms, poor access to education and land ownership rights and practices. The same risk applies to persons living with disabilities	Medium	Medium	The implementing partners will consult organizations and networks of women and persons with disabilities, thus strengthening their participation in the development and integration process with host communities
Legality and regularity aspects	Formal and informal barriers for forcibly displaced populations, including the legal and policy framework, impede the implementation of activities	Medium	Medium	The implementing partners will engage government agencies to explore incremental changes in the enabling environment

#### **Lessons Learnt:**

Most EU forced displacement programs in Africa have so far been undertaken under the EU Trust Fund (EUTF) for Africa, and lessons learnt could be drawn from both its Monitoring and Learning System (MLS) and its Research and Evidence Facility (REF). The MLS has highlighted, among others, the importance of conducting vulnerability assessments to support evidence-based approaches, prioritising dialogue and cooperation with local governments, and considering engagement with private sector where possible. The need for agility and flexibility in programme implementation and HDP nexus approach has also been mentioned so that interventions can better respond to the volatility of displacement situations and concomitant humanitarian and development needs, as well as the importance of livelihoods interventions based on value chain analyses and taking into consideration beneficiaries' aspirations. The Research and Evidence Facility (REF) on migration has been created to collate and produce evidence and policy relevant knowledge, proving that long-term study of forced displacement can yield important learning for academia, policy and development frameworks. Its reports, when relevant to the program at hand, will be re-examined to ensure that appropriate lessons learned are taken into account.

Lessons learned to be drawn from the current implementation of other regional actions, such as the 2021 regional action on durable solutions in the Horn of Africa, the Sahel and Lake Chad regions and CAR, the 2022 regional action on durable solutions in the Great Lakes region, and the programme in response to the Sudan crisis under the flexible mechanism.

Furthermore, relevant Commission services, including ECHO, will be closely associated to the implementation of this action to ensure lessons learned on the humanitarian side are also fully integrated in the spirit of the HDP nexus. Finally, relevant EUDs will also be closely associated with/or lead on the implementation of this action to ensure that lessons learned for each specific country context are also duly taken into consideration.



### 3.5 The Intervention Logic

The underlying intervention logic for this action is that

*IF* the activities related to assistance, school, livelihoods opportunities, capacity-building and social cohesion in country of asylum/host communities and upon return are undertaken, *THEN* the access to basic services (Output 1.1) and employment (Output 1.2) by forcibly displaced populations and host communities, in particular women, persons with disabilities and children, is enhanced, and the local integration (Output 2.1) and the voluntary return (Output 2.2) of forcibly displaced populations and host communities, in particular women, persons with disabilities and children, are supported.

*IF* the access to basic services (Output 1.1) and employment (Output 1.2) by forcibly displaced populations and host communities, in particular women, persons with disabilities and children, is enhanced *AND* service providers continue to provide pro-vulnerable people services and sufficient number of economic opportunities are available for them (assumptions), *THEN* the multidimensional (climate, post-conflict) resilience and self-reliance of the forcibly displaced populations and host communities, in particular women, persons with disabilities and children, are strengthened (Outcome 1), *BECAUSE* they will be able to meet their essential needs.

*AND*

*IF* the local integration of forcibly displaced populations, in particular women, persons with disabilities and children, is supported in their host communities (Output 2.1) and the voluntary return of forcibly displaced populations, in particular women, persons with disabilities and children, is supported in their countries/locations of origin (Output 2.2) *AND* the trained personnel continue in their job, host communities continue to engage peacefully with forcibly displaced populations and the conditions for a safe and sustainable return are met (assumptions), *THEN* inclusive and (socially, environmentally) durable solutions are provided to forcibly displaced populations, in particular women, persons with disabilities and children (Outcome 2), *BECAUSE* they will be able to lead independent life.

*IF* the multidimensional (climate, post-conflict) resilience and self-reliance of the forcibly displaced populations and host communities, in particular women, persons with disabilities and children, are strengthened (Outcome 1) and inclusive and (socially, environmentally) durable solutions are provided to forcibly displaced populations, in particular women, persons with disabilities and children (Outcome 2) *AND* the flux of forcibly displaced populations remains under control (assumptions), *THEN* the action will contribute to address forced displacement due to conflict in selected countries in Sub-Saharan Africa through regional approaches (Impact) *BECAUSE* it will address the socioeconomic needs and aspirations of the forcibly displaced populations and their host communities, recognizing that most situations of forced displacement have become protracted.

### 3.6 Logical Framework Matrix

This indicative logframe constitutes the basis for the monitoring, reporting and evaluation of the intervention.

On the basis of this logframe matrix, a more detailed logframe (or several) may be developed at contracting stage. In case baselines and targets are not available for the action, they should be informed for each indicator at signature of the contract(s) linked to this AD, or in the first progress report at the latest. New columns may be added to set intermediary targets (milestones) for the Output and Outcome indicators whenever it is relevant.

- At inception, the first progress report should include the complete logframe (e.g. including baselines/targets).
- Progress reports should provide an updated logframe with current values for each indicator.
- The final report should enclose the logframe with baseline and final values for each indicator.

The indicative logical framework matrix may evolve during the lifetime of the action depending on the different implementation modalities of this action.

The activities, the expected Outputs and related indicators, targets and baselines included in the logframe matrix may be updated during the implementation of the action, no amendment being required to the Financing Decision.

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
<b>Impact</b>	To contribute to address forced displacement due to conflicts in selected countries in Sub-Saharan Africa through regional approaches	1 Percentage of forcibly displaced persons living below the national poverty line, compared to the national average, disaggregated by sex, age group, rural/urban	1 TBC at inception phase	1 TBC at inception phase	1 National statistics for national data; baseline and endline surveys conducted and budgeted by the EU-funded intervention for the forcibly displaced population	<i>Not applicable</i>
<b>Outcome 1</b>	Strengthened multidimensional (climate, post-conflict) resilience and self-reliance of the forcibly displaced populations and host communities, in particular women and children	1.1 Proportion of refugees who are able to move freely within the host country, disaggregated by country of origin (GCR indicator 2.1.2)  1.2 Proportion of refugee children enrolled in the national education system (primary and secondary), by sex and level of education (GCR 2.2.1)	1.1 TBC at inception phase  1.2 TBC at inception phase  1.3 TBC at inception phase	1.1 TBC at inception phase  1.2 TBC at inception phase  1.3 TBC at inception phase	1.1 Baseline and endline surveys conducted and budgeted by the EU-funded intervention  1.2 Baseline and endline surveys conducted and	Flux of forcibly displaced populations remains under control

		1.3 Extent to which specific measures are in place to recognise and timely address girls and women's health and protection needs in humanitarian, vulnerable, fragile, crisis and conflict affected contexts, and of global crises like the pandemic caused by the COVID-19 virus (GAP III Key outcome indicators)			budgeted by the EU-funded intervention  1.3 National legal and policy documents	
<b>Outcome 2</b>	Inclusive and (socially, environmentally) durable solutions provided for forcibly displaced populations, in particular women and children	2.1 Percentage of IDPs whose solution is in line with their expressed preference (integration in host community or return), disaggregated by sex, age group, and urban/rural  2.2 Percentage of refugees whose solution is in line with their expressed preference (integration in host country or return), disaggregated by sex and age group	2.1 0 %  2.2 0 %	2.1 100 %  2.2 100 %	2.1 Baseline and endline surveys conducted and budgeted by the action  2.2 Baseline and endline surveys conducted and budgeted by the action	Flux of forcibly displaced populations remains under control
<b>Output 1 relating to Outcome 1</b>	Enhanced access to basic services by forcibly displaced populations and host communities, in particular women and children	1.1.1 Number of forcibly displaced persons accessing basic services provided by the EU-funded intervention, disaggregated by sex, age group, type of services (including services integrating climate adaption), rural/urban, country of origin/place of origin  1.1.2 Percentage of women, including those facing intersecting and multiple forms of discrimination, who report experiencing physical or sexual violence who seek help, by sector i.e. (a) government services and civil society services; or (b) social welfare, legal aid, housing/shelter, police protection (SI 4.1 amended) (GAP III Key outcome indicators)	1.1.1 0 %  1.1.2 0 %	1.1.1 100%  1.1.2 At least 30%	1.1.1 Database of beneficiaries  1.1.2 Database of beneficiaries	Service providers continue to provide pro-vulnerable people services

<b>Output 2 relating to Outcome 1</b>	Enhanced access to employment by forcibly displaced populations and host communities, in particular women	<p>1.2.1 Number of forcibly displaced persons benefitting from (climate resilient) economic opportunities provided by the EU-funded intervention, disaggregated by sex, age group, country of origin/place of origin, type of support, income level</p> <p>1.2.2 Number of practices aimed at removing barriers preventing women from market access, investment and business development (GAP III Key outcome indicators)</p>	<p>1.2.1 TBC at inception phase</p> <p>1.2.2 TBC at inception phase</p>	<p>1.2.1 TBC at inception phase</p> <p>1.2.2 TBC at inception phase</p>	<p>1.2.1 Baseline and endline surveys conducted and budgeted by the EU-funded intervention; registration of business</p> <p>1.2.2 Baseline and endline surveys conducted and budgeted by the EU-funded intervention</p>	Sufficient number of economic opportunities are available
<b>Output 1 relating to Outcome 2</b>	Supported local integration of forcibly displaced populations, in particular women and children, in their host communities	<p>2.1.1 Number of authorities personnel trained by the EU-funded intervention with increased knowledge and/or skills on responding to the specific needs and vulnerabilities of displaced persons, disaggregated by sex, sector, country, and type of authorities (local or central)</p> <p>2.1.2 Number of (women) civil society projects promoting social cohesion and conflict prevention between host communities and displaced persons supported by EU-funded intervention</p> <p>2.1.3 Number of legal and policy reforms supported by the EU-funded intervention</p>	<p>2.1.1 TBC at inception phase</p> <p>2.1.2 TBC at inception phase</p> <p>2.1.3 TBC at inception phase</p>	<p>2.1.1 TBC at inception phase</p> <p>2.1.2 TBC at inception phase</p> <p>2.1.3 TBC at inception phase</p>	<p>2.1.1 Database of training participants; Pre- and post-training tests</p> <p>2.1.2 Database of NGOs; Progress reports for the EU-funded intervention</p> <p>2.1.3 Legal and policy new documents in targeted countries</p>	<p>Trained personnel continue in their job</p> <p>Continued willingness of host communities to engage with the forcibly displaced populations</p>
<b>Output 2 relating to Outcome 2</b>	When conditions are suitable, supported voluntary return of forcibly displaced populations, in particular women and children, in their countries/locations of origin	2.2.1 Number of IDP returnees and refugee returnees assisted with voluntary return and reintegration with EU support, disaggregated by sex, age group, country of origin/place of origin, urban/rural	2.2.1 TBC at inception phase	2.2.1 TBC at inception phase	2.2.1 Annual and final reports from implementing partners	The conditions for a safe and sustainable return are met

## 4 IMPLEMENTATION ARRANGEMENTS

### 4.1 Financing Agreement

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

### 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 48 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 N/A

### 4.4 Implementation Modalities

The Commission will ensure that the EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>33</sup>.

#### 4.4.1 Direct Management (Grants)

##### **Grants: (direct management)**

##### **(a) Purpose of the grant(s)**

The grants will be awarded following calls for proposal and will contribute to achieve all the outputs of all specific objectives of the action:

- Specific objective 1: To strengthen resilience and self-reliance of the forcibly displaced populations and host communities, in particular of women and children
- Specific objective 2: To provide durable solutions for forcibly displaced populations, in particular of women and children

##### **(b) Type of applicants targeted**

Targeted applicants are international and national NGOs

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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 criteria defined in section 4.4.2 below.

#### 4.4.2 Indirect Management with an entrusted entity

A part of this action may be implemented in indirect management with an entity, which will be selected by the Commission's services using the following criteria:

- Expertise in the area of forced displacement, including on durable solutions
- Offices premisses in Sub-Saharan countries
- Experience in managing EU-funded initiatives

<sup>33</sup> [www.sanctionsmap.eu](http://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.

The implementation by this entity entails carrying out the indicative activities under specific objectives 1 (To strengthen resilience and self-reliance of the forcibly displaced populations and host communities, in particular women and children) and 2 (To provide durable solutions for forcibly displaced populations, in particular women and children) of this action.

#### 4.4.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances (one alternative second option)

If negotiations in indirect management with an entrusted entity fail, that part of the action may be implemented in direct management (grants) in accordance with the implementation modalities identified in section 4.4.1, the grants will contribute to achieve any of the outputs of the action and the targeted applicants are international and national NGOs.

#### 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 realisation of this action impossible or exceedingly difficult (Article 28(10) NDICI-Global Europe Regulation).

#### 4.6. Indicative Budget

<b>Indicative budget components</b>	<b>EU contribution (amount in EUR)</b>
<b>Implementation modalities</b> – cf. section 4.4	
<b>Output 1.1 “Enhanced access to basic services by forcibly displaced populations and host communities, in particular women in all their diversity, persons with disabilities and children”</b> composed of	<b>37 750 000</b>
Grants (direct management) – cf. section 4.4.1	8 250 000
Indirect management with an entrusted entity – cf. section 4.4.2	29 500 000
<b>Output 1.2 “Enhanced access to employment by forcibly displaced populations and host communities, in particular women in all their diversity and persons with disabilities”</b> composed of	<b>32 450 000</b>
Grants (direct management) – cf. section 4.4.1	19 950 000
Indirect management with an entrusted entity – cf. section 4.4.2	12 500 000
<b>Output 2.1 “Supported local integration of forcibly displaced populations, in particular women, persons with disabilities and children, in their host communities”</b> composed of	<b>14 950 000</b>
Grants (direct management) – cf. section 4.4.1	5 900 000
Indirect management with an entrusted entity – cf. section 4.4.2	9 050 000
<b>Output 2.2 “When conditions are suitable, supported voluntary return of forcibly displaced populations, in particular women, persons with disabilities and children, in their countries/locations of origin”</b> composed of	<b>4 850 000</b>
Indirect management with an entrusted entity – cf. section 4.4.1	4 850 000
<b>Grants</b> – total envelope under section 4.4.1	<b>34 100 000</b>
<b>Evaluation</b> – cf. section 5.2	may be covered by
<b>Audit</b> – cf. section 5.3	another Decision
<b>Totals</b>	<b>90 000 000</b>

#### 4.7 Organisational Set-up and Responsibilities

This action will result in a series of contracts managed by the EUDs. For each country, a national Steering Committee will be established composed of the implementing partners, the EU, representatives of



Governmental entities, beneficiaries and other relevant actors as necessary, and it will meet at least once a year. It will ensure synergies and oversight of the different actors in the country. Its purpose shall be to feed the EU and representatives of Governmental entities, beneficiaries and other relevant actors as necessary on the overall progress of the support in the specific country.

Similarly, for each target area, a regional Steering Committee will be established composed of the implementing partners, the EU, representatives of Governmental entities, beneficiaries and other relevant actors as necessary, and it will meet at least once a year. The main purpose will be to share progress with a more regional dimension angle. The outputs of the Committee may feed where available the EU-partner country dialogue on forced displacement.

The Commission will be responsible for ensure the coherence of the different contracts with the overall objectives of the AD.

Furthermore, at the national level, implementing partners will be required to liaise with national/local government authorities and report to the EUD to ensure it is fully kept abreast of progress and developments and can duly participate in visibility activities.

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 set up for governing 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.

## 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). It will also be responsible for compiling and aggregate at regional level the information received by the implementing partners.

Roles and responsibilities for data collection, analysis and monitoring:

Each implementing partner will have specific responsibilities for monitoring and reporting under this action. Common indicators will as much as possible be used in order to allow the action wide reporting. Indicator values will be measured at regional or a country-by-country basis depending on the nature of the activities.

All monitoring and reporting shall assess how the action is considering the principle of gender equality, human rights-based approach and rights of persons with disabilities including inclusion and diversity. Indicators shall be disaggregated at least by sex and age, and disability if possible.

### 5.2 Evaluation

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

A mid-term evaluation will be carried out for problem solving and learning purposes, in particular with respect to ensuring the relevance of the activities and improving action performance towards achieving the stated objectives and with respect to the suitability of expanding the scope of the action within already targeted countries or to other displacement situations.

A final evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), focusing on the assessment of output-level results and capturing the key lessons learned from action implementation.

In the case of a TEI, evaluations jointly with contributing Member States and EDFIs will be the preferred option to provide an overview of the action within the larger impact of the TEI.

The evaluation reports may be shared with the partners and other key stakeholders following the best practice of evaluation dissemination<sup>34</sup>. The implementing partners and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, apply the necessary adjustments.

In addition, all evaluations shall assess to what extent the action is taking into account the human rights-based approach as well as how it contributes to gender equality and women's empowerment and disability inclusion. Expertise on human rights, disability and gender equality will be ensured in the evaluation teams. The evaluation plan could assess the distributional impact of activities undertaken on the bottom (poorest) 40 per cent or socio-economically disadvantaged individuals, households or groups. This can be done through an ex-ante or ex-post Distributional Impact Assessment tool (DIA). The DIA analysis looks at the effective targeting of beneficiaries of development interventions, identifying if more than 40 per cent of beneficiaries are at the bottom two quintiles of the income or wealth distribution. It also allows to evaluate whether effective targeting has been done towards women, children and youth or other disadvantaged groups (e.g. ethnic minorities) or at territorial level. The DIA would only be applied ex-post since beneficiaries are already identified and part of the most vulnerable.

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 for one or several contracts or agreements.

## 6 STRATEGIC COMMUNICATION AND PUBLIC DIPLOMACY

The 2021-2027 programming cycle will adopt 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 will remain 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 will continue 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.

<sup>34</sup> See best [practice of evaluation dissemination](#)

## 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):

<b>Action level (i.e. Budget Support, blending)</b>		
<input type="checkbox"/>	Single action	Present action: all contracts in the present action
<b>Group of actions level (i.e. top-up cases, different phases of a single programme)</b>		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
<b>Contract level</b>		
<input checked="" type="checkbox"/>	Single Contract 1	Grant (EUR 4 900 000) to implement outputs 1.1, 1.2 and 2.1 in DRC (Targeted area and beneficiaries 1)
<input checked="" type="checkbox"/>	Single Contract 2	Contribution agreement with a pillar assessed entity (EUR 5 100 000) to implement outputs 1.1, 2.1 and 2.2 in DRC and CAR (Targeted area and beneficiaries 1)
<input checked="" type="checkbox"/>	Single Contract 3	Grants (EUR 7 000 000) to implement outputs 1.1, 1.2 and 2.1 in Chad (Targeted area and beneficiaries 1)
<input checked="" type="checkbox"/>	Single Contract 4	Contribution agreement with a pillar assessed entity (EUR 3 000 000) to implement outputs 1.2 and 2.1 in Chad (Targeted area and beneficiaries 1)
<input checked="" type="checkbox"/>	Single Contract 5	Grant (EUR 11 200 000) to implement outputs 1.1, 1.2 and 2.1 in DRC (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 6	Contribution agreement with pillar assessed entities (EUR 10 800 000 EUR) to implement outputs 1.1, 2.1 and 2.2 in DRC (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 7	Grant (EUR 3 500 000) to implement output 1.2 in Burundi (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 8	Contribution agreement with pillar assessed entities (EUR 1 500 000) to implement output 1.1 in Burundi (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 9	Grant (EUR 3 000 000) to implement output 1.2 in Rwanda (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 10	Contribution agreement with pillar assessed entities (EUR 2 000 000) to implement output 1.1 in Rwanda (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 11	Contribution agreement with a pillar assessed entity (EUR 3 000 000) to implement output 1.1 in Tanzania (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 12	Contribution agreement with a pillar assessed entity (EUR 5 000 000) to implement output 1.1 in Uganda (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 13	Contribution agreement with a pillar assessed entity (EUR 5 000 000) to implement output 1.2 in Uganda (Targeted area and beneficiaries 2)
<input checked="" type="checkbox"/>	Single Contract 14	Contribution agreement with a pillar assessed entity (EUR 10 000 000) to implement outputs 1.1, 1.2 and 2.1 in Benin, Côte d'Ivoire, Ghana and Togo Uganda (Targeted area and beneficiaries 3)

<input checked="" type="checkbox"/>	Single Contract 15	Grant (EUR 4 000 000) to implement output 1.1, 1.2 and 2.1 in Nigeria (Targeted area and beneficiaries 4)
<input checked="" type="checkbox"/>	Single Contract 16	Contribution agreement with a pillar assessed entity (EUR 11 000 000) to implement outputs 1.1, 1.2 and 2.1 in Nigeria (Targeted area and beneficiaries 4)
<b>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)</b>		
<input type="checkbox"/>	Group of contracts 1	