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ANNEX 9

of the Commission Implementing Decision on the financing of the multiannual action plan in favour of Sub-Saharan Africa for 2022-2024 Part 1

Action Document for the Better Migration Management (BMM) Programme phase III

MULTIANNUAL PLAN

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation, and action plan in the sense of Article 23(2) of the NDICI-Global Europe Regulation.

1 SYNOPSIS

1.1 Action Summary Table

<p>1. Title CRIS/OPSYS business reference Basic Act</p>	<p>Better Migration Management (BMM) phase III CRIS: 2022/043-676 OPSYS: ACT-60633 Financed under the Neighbourhood, Development and International Cooperation Instrument (<u>NDICI-Global Europe</u>)</p>
<p>2. Team Europe Initiative</p>	<p>Yes Team Europe Initiative on the Central Mediterranean Route, covering Sudan, Ethiopia, Eritrea and Somalia.</p>
<p>3. Zone benefiting from the action</p>	<p>The action shall be carried out in the Horn of Africa Region (HoA): Djibouti, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, and Uganda. (Egypt, Libya, Chad and Tunisia can benefit from regional activities such as trainings or seminars, in order to ensure a common approach to migration management and to align with the Khartoum process political dialogue).</p>
<p>4. Programming document</p>	<p>The Action will be funded by the Regional Multi-Annual Indicative Programme for Sub-Saharan Africa.</p>
<p>5. Link with relevant MIP(s) objectives / expected results</p>	<p>The Action will contribute to Specific Objective 1 of Priority Area “Migration and Forced Displacement”: “Contribute to strengthening migration management, migration policy, and migration governance in Sub-Saharan Africa”. It will particularly contribute to Expected Results 1.4 (“Improved rights-based and effective migration governance and management, through enhanced policies, and capacities within Africa, at continental, regional, country, and local levels – including in migrant protection, improved border management, countering irregular migration, as well as awareness raising of the dangers of and alternatives to irregular migration), 1.5 (“Combating trafficking in human beings and fighting against smuggling of migrants within and from the African continent is strengthened”) and, to a lesser extent, 1.6 (“Legal migration and mobility between Africa</p>

	and the European Union, as well as within and outside of Africa is well managed and strengthened”).			
PRIORITY AREAS AND SECTOR INFORMATION				
6. Priority Area(s), sectors	Migration and Forced Displacement – Migration, DAC Code 151			
7. Sustainable Development Goals (SDGs)	Sustainable Development Goal 10: Reduce inequality within and among countries Particularly sub-goal 10.7: Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies			
8 a) DAC code(s)	DAC-code 15190 Facilitation of orderly, safe, regular and responsible migration and mobility			
8 b) Main Delivery Channel	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) 10000			
9. Targets	<input checked="" type="checkbox"/> Migration <input type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input type="checkbox"/> Education <input checked="" type="checkbox"/> Human Rights, Democracy and Governance			
10. Markers (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women’s and girl’s empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input 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 checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Policy objectives	Not targeted	Significant objective	Principal objective

11. Internal markers and Tags:	Digitalisation @ Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	<p>Budget line(s) (article, item): BGUE-B2022-14.020121-C1-INTPA: EUR 40 000 000</p> <p>Total estimated cost: EUR 46 000 000</p> <p>Total amount of EU budget contribution: EUR 40 000 000</p> <p>The contribution is for an amount of EUR 40 000 000 from the general budget of the European Union for 2022.</p> <p>This action is co-financed in joint co-financing by: - BMZ (Germany) for an indicative amount of EUR 6 000 000 (tbc)</p> <p>The Action will contribute to the Central Mediterranean Route TEI, with confirmed participation of Austria, Belgium, Germany, Denmark, Spain, France, Netherlands, Italy, Malta, the Czech Republic and Switzerland – total indicative financial support to the TEI: EUR 1 154 000 000.</p>			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing¹	Indirect management with Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)			

1.2 Summary of the Action

¹ Art. 27 NDICI

The action aims to **improve the management of safe, orderly and regular migration in the region and support national authorities in addressing smuggling of migrants (SoM) and trafficking in human beings (THB) within and from the HoA**. More specifically, the action is expected to: (1) strengthen national and regional **migration governance** in accordance with the relevant global and regional frameworks; (2) increase **national and cross-border cooperation on trafficking and smuggling cases** between investigation and prosecution actors, courts and other state as well as non-state actors, in accordance with international standards and (3) improve the **prevention of Trafficking in Human Beings and protection of vulnerable migrants** at local, national and regional levels, and ensure appropriate assistance and support for victims of THB, through a rights-based approach, taking into account the gender specificity of the phenomenon and the particular vulnerability of women and children.

It covers **eight countries** in the region, namely: Djibouti, Ethiopia, Eritrea, Kenya, Somalia, South Sudan, Sudan, and Uganda (Egypt, Libya; Chad and Tunisia are included in regional activities). While the main logic and approach of the action is regional, country-specific needs will be taken into consideration in the design of national activities. The action will then build on commonalities that offer a region-wide response to region-wide needs, and to foster greater coordination among beneficiary countries. The proposed action will build on the achievements of the previous phases, with a strengthened focus on the protection of vulnerable migrants and on South-South labour migration.

This **multi-level approach** is coherent with a holistic logic, which envisages actions at local, country, regional and cross-regional basis. The action should notably contribute to the **Agenda 2063** of the African Union (AU), especially to Objective 1 (A High Standard of Living, Quality of Life and Well Being for All Citizens) and indirectly to **Sustainable Development Goals 10, 5 and 16**. It is fully aligned with the objectives of **Khartoum Process** and the **priority domains 2, 3 and 4 of the Joint Valletta Action Plan**. The Action will contribute to addressing Results 1.4 (“Improved rights-based and effective migration governance and management, through legal frameworks, enhanced policies, and capacities within Africa, at continental, regional, country, and local levels – including in migrant protection, improved border management, countering irregular migration, as well as awareness raising of the dangers of and alternatives to irregular migration”), 1.5 (“Combating trafficking in human beings and fighting against smuggling of migrants within and from the African continent is strengthened”) and 1.6 (“Legal migration and mobility between Africa and the European Union, as well as within and outside of Africa is well managed and strengthened”) of Priority Area 6: Migration, Mobility and Forced Displacement of the Multi-Annual Indicative Programme for Sub-Saharan Africa 2021-2027. The Action will also contribute to the implementation of the external dimension of the EU Pact on Migration and Asylum, as well as to the objectives of the Team Europe Initiative on the Central Mediterranean Route.

The present action is **primarily based on the achievements, evidence and lessons learnt from the Better Migration Management (BMM) Programme (2016-2019)**, as well as the **BMM II (2019-2022)**. A **Mid-Term Review (MTR)** of the programme, conducted in 2018 and finalised in February 2019, revealed, among others, that key stakeholders in the region acknowledged that the **BMM has positively contributed to improve migration management within the HoA**. Internal consultation processes with national partner institutions proved in 2021 that this trend continued as BMM II was deemed relevant by the partner countries, while its approach was recognized as innovative. **Stakeholders have also expressed their need for a continuation of the programme** in order to ensure the continuity and/or sustainability of the actions initiated during phases I and II, especially since a number of relevant results of phase II were delayed due to the Covid-19 pandemic and political developments in the region. The increased **budget** compared to the second phase (but similar to the first phase) will also allow to enhance much-needed protection services, and to further develop the labour migration angle explored under phase II.

A number of important **recommendations** have arisen from the conduct of the BMM II and from preliminary consultations among programme partners during workshops and reviews of BMM II milestones conducted in the course of 2021. These recommendations inform the present draft of the action. **Further consultations** in spring 2022 with all national partners are planned to **refine and validate the Logical Framework** proposed in this action and should be integrated into the action in a later stage (Description of the Action).

2 RATIONALE

2.1 Context

2.1.1. Regional Context

Since the start of the implementation of the BMM in 2016, the HoA has witnessed remarkable developments which have had an impact on the programme. The revolution in Sudan in 2019 has impacted activities in the country with temporary delays. The short rapprochement between Eritrea and Ethiopia after 2018 gave way to a series of political and economic developments that represented an unexpected détente in the HoA region. They were nevertheless shortly later followed by the rising conflict in the Tigray regional state of Ethiopia (since November 2020) and a worldwide pandemic, which again delayed the implementation of a wide range of activities.

While the intention to migrate remained largely unchanged in the HoA in 2020, significant changes in the trends/dynamics of migration movements are noticeable in a large degree due to the Covid-19 pandemic and the resulting restrictions of movements. The International Organization for Migration (IOM) observed over 482,000 movements in 2020 in the HoA, which represents a 35 % decrease as compared to 2019 (744,113). The most affected migration corridor has been the Eastern Route. Travel restrictions linked to the pandemic resulted in a reduction of 66 % of movements from the HoA to the Arabian Peninsula in 2020 as compared to 2019. While the movement of people leaving the HoA in search of work (and better living) opportunities in Gulf countries is not a new phenomenon, the figures of movements through this route had been growing steadily since 2012 – with a significant decrease recently due to the COVID19 pandemic.

While historically smaller in proportion, the Northern and Southern Routes also saw reduced movements. Along the Northern Route, IOM observed 59 % less movements in 2020 as compared to 2019, with just over 6,300 movements tracked². According to IOM, the biggest share of cross border movements (54 % in 2020) occurs within the HoA itself. The Eastern Route represents 33 %, the Southern Route 12 % and the Northern Route just 1 % in 2020. Intraregional migration prevails due, for instance, to the emerging hostilities in the Tigray region of Ethiopia that have caused more than 54,000 refugees to flee into neighbouring Sudan since November 2020 alone³.

The imbalance between the number of people in the HoA wishing to migrate and the limited channels for safe and regular migration within and from the region contributes to a continuous rise in SoM. Indeed, an important proportion of migrants in the HoA use the support of smugglers to facilitate their journey. That bears the risk to become easy targets to criminal networks and human traffickers who exploit and abuse them and commit human rights violations. Migrants hence become vulnerable as they are also often victims of discrimination, incarceration, kidnapping, torture, rape and forced labour, which increases the need for protection, but also prevention. This is underlined by the data of the Global Organised Crime Index 2021, according to which East Africa was identified as the region with the highest level of criminality on the African continent, with trafficking in human beings being its most and SoM its third-most prevalent criminal market.

In addition, migration holds different dangers for women than men. Globally, women tend to find themselves at higher risk of physical, sexual, and verbal abuse at all stages of migration, and are more likely to fall prey to human traffickers. In many countries, there is a stigma associated with the migration of women, especially when they leave their family behind. In destination countries, migrant women may experience intersectional discriminations that reinforce vulnerabilities and isolation. While accepting that migrants are not inherently vulnerable, migrant and refugee women and girls face specific risks.

Several migration related challenges have intensified during the Covid-19 crisis: impact of restrictions on the effectiveness of the general workflows, impact of increased poverty as push factor for migration,

² IOM, *A Region on the Move*, op. cit., p. 47

³ IOM, *A Region on the Move*, op. cit., p. 17

especially for women and children, effects on labour migration, increase of internal trafficking in human beings in some partner countries, etc.

2.1.2. Sector context: policies and challenges

Migration within, from and to the HoA region has been fuelled by various political, socio-economic, and environmental factors. Some individuals use irregular migration channels to flee political unrest, persecution, and conflict, while others leave situations of extreme resource scarcity. People often rely on smugglers who can easily target vulnerable groups, like women, unaccompanied children, and refugees,). SoM and certain THB networks in the region are highly organised, often with the complicity of officials. There are also reports of people using regular channels for migration but ending up in exploitative situations and/or being subjected to abuse, abduction, and extortion during their journey or at their final destination.

The legal frameworks on migration and accordingly the legal protection of migrants vary considerably within the countries of the region making them more susceptible to becoming victims of trafficking and other forms of exploitation. The majority of countries have established inter-institutional coordination structures or mechanisms to improve migration management and to address trafficking in human beings and migrant smuggling. BMM has in its previous phases provided capacity building support. However, these structures differ in operational capacity and some remain without operational budget. Mechanisms and procedures for the identification, referral and protection of trafficked persons and vulnerable migrants have only been established in recent years in some countries and are not yet uniformly applied by all relevant stakeholders. Gender responsive rights-based capacity building to government officials and especially to those working directly with migrants placed in most vulnerable situations is still needed.

The scale and complex cross-border nature of migration in the HoA necessitates effective, coordinated, and harmonised action at the national and regional levels. In this context, the AU and the IGAD provide important regional coordination platforms and policy frameworks for addressing the challenges of mixed migration⁴. The AU Migration Policy Framework for Africa (MPFA) and its 2018-2030 Plan of Action provides Member States and the Regional Economic Communities (RECs) with policy guidelines and principles aiming at facilitating safe, orderly and dignified migration by advocating for the socio-economic well-being of migrants and society through compliance with international standards and laws. At a higher level, the AU's Agenda 2063 includes free movement within RECs as well as visa-free traveling within the African continent. However, the visa-waiver as well as the ambition to establish a common biometric African passport are still lacking the necessary support by member states⁵. In addition, the AU adopted the Treaty Establishing the African Economic Community relating to Free Movement of Persons, Rights of Residence and Right of Establishment (AfCFTA) in 2018 to create a single continental market for goods and services, with free movement of business persons and investments. In order to respond to local labour and skills shortages in some sectors and unemployment in others, in 2015 the AU launched together with International Labour Organization (ILO), IOM, Economic Commission for Africa (ECA) and United Nations Development Programme (UNDP) the Joint Labour Migration Programme (JLMP)⁶. The JLMP presented its annual workplan in March 2021 despite the challenges arising from the Covid-19 pandemic. The AU-EU Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children, adopted by the Ministerial Conference in 2006 provides another important continental policy framework. The IGAD RMPF⁷ is based on the AU MPFA and gives strategic recommendations for member states to address migration related issues in the region in a more comprehensive and holistic manner. In February 2020, IGAD member states endorsed the protocol on free movement of persons in the IGAD region, facilitating regular migration for professional purposes⁸. However, regional cooperation

⁴ Mixed flows have been defined as 'complex population movements including refugees, asylum seekers, economic migrants, Unaccompanied minors, environmental migrants, smuggled persons, victims of trafficking and stranded migrants, among others. *IOM Nairobi - Regional Office for the East and Horn of Africa*; Available at: [IOM Mixed Migration Brochure for web](#).

⁵ [Migration data in Eastern Africa, 2021, available on: Migrationsdatenportal \(migrationdataportal.org\)](#)

⁶ [JLMP poised to expand support to labour migration governance in Africa | African Union \(au.int\)](#)

⁷ S. IGAD Regional Migration Policy Framework Adopted by the 45th Ordinary Session of the IGAD Council of Ministers July 11th, 2012, Addis Ababa, Ethiopia.

⁸ IGAD Protocol on free movement of persons in the IGAD region [endorsed by IGAD Ambassadors and Ministers of Interior and Labour Khartoum 26 Feb 2020.pdf \(iom.int\)](#)

on migration remains challenging due to inter alia, security and socio-economic concerns of national governments, which at times result in unilateral, reactive decision-making.

More broadly, the Global Compact for Safe, Orderly and Regular Migration (GCM), adopted by all countries in the region⁹ in December 2018, establishes a global cooperative framework for achieving safe, orderly and regular migration globally as well as in the HoA region, i.e. by committing to (7) Address and reduce vulnerabilities in migration, (9) Strengthen the transnational response to smuggling of migrants, (10) Prevent, combat and eradicate trafficking in persons in the context of international migration, (11) Manage borders in secure and coordinated manner, (12) Strengthen certainty and predictability in migration procedures for appropriate screening, assessment and referral. The EU Strategy on Combatting Trafficking in Human Beings (2021-2025) adopted in April 2021, as well as the renewed EU action plan against migrant smuggling (2021-2025)¹⁰ adopted in September 2021, are also relevant in this regard.

BMM has supported the national coordination mechanisms for migration to carry out their mandates effectively and to adjust, revise or develop national strategies in terms of migration. In Djibouti, the national coordination was set per decree in December 2019 by the Djiboutian government, however, roles and responsibilities hadn't been clarified yet. To this end, the ONARS migration unit has been established. BMM supported the new structure on national and sub-national level through consultations and especially with the development of the first national migration strategy together with an assessment on gaps and possible improvements based on the Migration Governance Indicators (MGI). The GCM implementation in Djibouti still lacks a national plan and an inclusive approach of all involved national actors. BMM started to provide technical support which will be continued in BMM III. Further examples are the support to the Ethiopian national migration policy and capacity development measures for the new National Partnership Coalition (NPC- previously EATTF). As the policy is currently being finalised, BMM III will provide technical support to its implementation taking into consideration the coordination of different national stakeholders involved in migration management.

In Sudan, the National Action Plan 2017-2019 of the National Committee to Combat Trafficking (NCCT) was evaluated with BMM support including further recommendations. On national level, BMM continues its support the establishment of the national coordination mechanism and the implementation of the GCM. Overall, BMM supported the revision or development of 7 national policies/strategies on migration. Technical support for their implementation is planned for BMM III to ensure sustainability.

To support the development of expertise, BMM has supported the post-graduate studies at the Kenyan Institute for Migration Studies (KIMS). Two cohorts of governmental professionals in the field of migration from the IGA-countries already graduated. To ensure the application of the studies in their respective field, BMM III plans different alumni exchange formats and further technical support to the KIMS.

The scale and complex cross-border nature of criminal networks involved in trafficking in human beings and smuggling of migrants operating in the Horn of Africa necessitates a coordinated and joint law enforcement and judicial response in line with international treaties. Of the 8 partner countries, only South Sudan and Somalia have not signed on to the United Nations Convention against Transnational Organized Crime, UNTOC (A/RES/55/25; 2000), and its auxiliary protocol on Trafficking in Persons¹¹, while Eritrea, South Sudan and Somalia have not signed on to its auxiliary protocol on Smuggling of Migrants¹². Further, the IGAD Security Sector Program (IGAD-SSP) provides its Member States with a platform for developing regional policy/strategy frameworks and protocols/conventions aimed at preventing, controlling and combating organised crime, chief among them the IGAD conventions on extradition and

⁹ Somalia was absent from the Intergovernmental Conference to Adopt the Global Compact for Safe, Orderly and Regular Migration on 10-11 December 2018 in Marrakesh.

¹⁰ COM(2021)591 final

¹¹ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (A/RES/55/25; 2000).

¹² Protocol against the Smuggling of Migrants by Land, Sea and Air, supplementing the United Nations Convention against Transnational Organized Crime (A/RES/55/25; 2000).

mutual legal assistance¹³, as well as for intelligence and information sharing. While the legal basis for cross-border cooperation is in place, effective regional cooperation is hindered by a lack of harmonised national legislation on regional law enforcement agencies (LEA) and judicial cooperation, the lack of specific mechanisms for the facilitation and implementation of cooperation as well as a lack of knowledge, awareness and training of the related personnel of the responsible national authorities. For this, the establishment of the Regional Operational Centre for the Khartoum process (ROCK) has provided an opportunity to increase cooperation among the countries of the region on trafficking in human beings and people smuggling, leading to several cross-border operations.

BMM has developed SoPs for enhanced police-prosecutor cooperation on TiP and SoM in Djibouti, Ethiopia, Kenya and Sudan, whereas these are currently being prepared in Uganda. To underline these efforts, BMM supported the national partners in developing a specialised 3-parts curriculum LEA training academies on TiP and SoM, The BMM III seeks to build on these efforts and to support the national partners to introduce the developed SoPs and curricula into subnational processes.

Corruption within state institutions and the fact that some key criminal actors are state-embedded significantly undermines the law-enforcement response on the national level in some of the partner countries. Furthermore, recent political developments, violent conflicts as well as spikes in COVID-19 infections in the region bind important government resources and pose challenges to cross-border cooperation. The Tigray War (started in 2020) between the Central Government of Ethiopia and the military arms of the Tigray People's Liberation Front (TPLF) has escalated in 2021, with the parties involved allegedly being responsible for severe human rights violations as well as war crimes. This conflict has also spilled over into violent clashes between Ethiopian and Sudanese forces at their mutual border in 2020 and 2021. This has severely hindered political level cooperation between the two countries. The October 2021 military coup in Sudan to pre-empt the implementation of transition to a civilian head of government and the subsequent violence against civilian protesters have increased political instability within the country with the potential to destabilise the region further. With a long history of escalating political violence in the run-off and aftermath of national elections, the August 2022 elections in Kenya could result in violence and political instability as well. When and where the political situation did not allow for closer cooperation with governmental partners, the programme focused on cooperation with CSOs to continue protection-related interventions and provide support to the target group. In terms of the COVID-19 pandemic, modalities of activities were shifted from in-person to online or regular bilateral meetings with national partners (for details see chapters Risks and Lessons Learnt).

2.2 Problem Analysis

Short problem analysis:

The Horn of Africa is characterised by mixed migration movements that stem out of various political, socio-economic and ecological factors. This region has one of the worldwide highest numbers of IDPs, refugees and migrants, seasonal labour migration being at the same time an important factor of economic development in the region. According to IOM, about half of the migrants of the region migrate within the region. Migration out of the region follows three main routes: the Eastern Route, via Djibouti and Somalia (Puntland) to the Arabian Peninsula (chiefly heading to the Kingdom of Saudi Arabia); the Southern Route via Kenya into southern Africa; and the Northern Route, via Sudan to the North of Africa, Europe and North America. In the recent past years, the trends and dynamics of migration changed considerably, with migration along the Northern Route sinking and along the Eastern Route to the Gulf States continuously rising.

Due to the imbalance of migratory movements and the limited possibilities for safe, regular, and orderly migration within and out of the region, many migrants use the help of smugglers to get out of/into a country.

¹³ Inter Governmental Authority on Development (IGAD) Convention on Mutual Legal Assistance in Criminal Matters and the Inter Governmental Authority on Development (IGAD) Convention on Extradition.

This increases the danger of exploitation, abuse and THB for them, especially with vulnerable groups such as women and children traveling alone or groups that get into a debt-relationship with smugglers. Continuously rising numbers of labour migrants travel into the Gulf states on a seemingly regulated basis, but find themselves in dire situations afterwards. Previous phases of the BMM established the groundwork for a better coordination of efforts to address these issues, e.g. by improving the cooperation of LEAS and justice actors on national and regional level and by introducing a unified Victim Case Management. Nevertheless, there is still need for further support to make full use of the developed systems. Other examples include the capacity building measures for National Human Rights Institutions to collect data and follow-up on human rights violations against migrants, and the digital service provider directory which enables organisations to refer VoTs and vulnerable migrants to specialised services in Ethiopia, Kenya and Somaliland/Somalia. BMM has provided the technical support to set-up digital systems, however, to ensure efficient use of the systems, technical support is still necessary.

BMM has supported national partners to respond to vulnerable migrants and THB. The national referral mechanisms were set-up or improved in several target countries and capacity-building support was provided, e.g. child protection SoPs in Ethiopia. Another pillar of the protection efforts are measures to improve the identification of vulnerable migrants by immigration/border officials and to promote a human rights-based approach. 889 officials were trained in Djibouti, Ethiopia, Kenya, Somalia, South Sudan, and Sudan. These measures were accompanied by regional cross-border inter-agency working groups that BMM supported to establish on regional level to serve as a platform to facilitate cross-border cooperation among border management institutions in the HoA. As BMMs focus was to support the establishment of these new structures, BMM III will focus on the endorsement and ownership to ensure the sustainability of these processes.

Nearly all countries in the HoA region are graded as countries of origin, transit, and destination for Trafficking in Human Beings in the *Trafficking of Persons Report* (THB Report) of the U.S. State Department. The relatively low numbers of identified victims of trafficking in these cases in the region (compared to other regions in Africa) are a case in demonstrating the limited success that efforts of countries of the region undergo in fighting cross-border organized crime.

At international and regional levels, there are approaches to enhance the coordination of regional and national migration management in a holistic and sustainable manner. Since the establishment of the GCM (2018) by most partner countries of BMM (except of Somalia), its implementation as well as the Sustainable Development Goals of the Agenda 2030 built a framework of cooperation for ensuring a safe, orderly, and regular migration. Another framework is the Khartoum Process, as a joint consultative base of EU member states and African states with the goal to foster sustainable regional dialogue, the implementation of migration programs and the curbing of trafficking in human beings and smuggling. At regional level, the AU and IGAD provide important political and strategic frameworks for the challenges of mixed migration on each of the member states. The *Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants* (AU-HoAI) also offers an important forum to address SoM in and from the HoA as an exchange between Egypt, Eritrea, Ethiopia and Sudan and the neighbouring countries Djibouti, Kenya, Somalia and South Sudan.

Coherent migration management aligned with international human rights treaties and migration policy agreements is a key prerequisite for ensuring safe, orderly, and regular migration within and out of the HoA region. Sufficient institutional and operational structures still do not exist at national and regional levels to make migration safe and orderly and to adequately address the risks of irregular migration, particularly in the form of human smuggling and trafficking in human beings (**core problem**). Therefore, the project aims to improve migration management in the HoA region. This is achieved by the three specific objectives mentioned below.

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

At regional level, stakeholders of the programme mainly include the AU, IGAD and the members of the Khartoum Process, but also CSO networks, as they are actively involved in migration management

At national level, the main stakeholders are the respective Ministries of Interior/ Internal Security/ Internal Affairs (Djibouti, Kenya, Somalia, South Sudan, Sudan and Uganda) and their subsidiary agencies. In Ethiopia, the political partner¹⁴ is the Federal Attorney General's Office. In Eritrea, the Ministry of Foreign Affairs was named political partner of the BMM. Other government stakeholders include federal and local ministries as well as judiciary and law enforcement agencies. These stakeholders are duty bearers in upholding the rights of victims of trafficking and migrants as well as the prevention and combatting of THB and SOM. In addition, CSO and community actors are important stakeholders who assist target beneficiaries and play a crucial role in representing and protecting migrants' interests. Target beneficiaries such as victims of trafficking, migrants and host communities are considered as rights-holders and are included in the action as primary stakeholders.

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

An in -depth analysis and needs assessment will take place with the key stakeholders at regional and national level in order to consult and revise the proposed objectives and expected outputs. This assessment is planned in Spring 2022, the results will be fed into the description of the action at a later stage.

3 DESCRIPTION OF THE ACTION

3.1 Objectives and Expected Outputs

The specific objectives, results and activities detailed in this section aim to provide a preliminary general framework to improve migration governance, (inter and intra) state coordination/cooperation, as well as the protection of victims of trafficking and vulnerable migrants in the HoA. It provides an overall framework allowing for a coordinated national and regional response to regional challenges related to migration. The action will however not be implemented throughout the region indiscriminately but will be adapted to beneficiary countries in order to ensure full alignment to national specificities, contexts and needs and to ensure ownership.

In this regard, this framework not only builds on the best practices/successful experiences arising from the first six years of implementation of the BMM, but also incorporates the lessons learnt, feedback and recommendations already received from national/regional partners, an MTR (2018) and members of the Steering Committee. Further national and regional consultations with implementing and national/regional partners will be carried out in early 2022 in order to ensure that the framework (and hence the Action's Logical Framework) is valid and aligns countries and regional actors' objectives and priorities, as well to specify outcomes, indicators, and outputs further. This thorough consultation process was indeed a lesson learned from the first phase of the programme, as it ensures the national ownership necessary for successful implementation.

The **Overall Objective** (Impact) of this action is: "To promote safe, orderly and regular migration within and from the Horn of Africa region, through a human rights-based approach."

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

1. To enable national and regional authorities, institutions and other relevant actors in the area of **migration governance** to act in accordance with global and regional migration governance frameworks, in full respect of human-rights and the rights of migrants and displaced people;
2. To increase national and **cross-border cooperation on trafficking of human beings and smuggling cases** between law enforcement, judicial and other state and non-state actors, in coordination with existing regional initiatives and in accordance with international obligations and standards;

¹⁴ The political partner is the primary governmental institution responsible for the action in the partner country. Political partners have already been identified during the first phase of BMM.

3. To improve **protection of victims of trafficking and vulnerable migrants** at local, national and regional levels

The indicative Outputs to be delivered by this action contributing to the corresponding Specific Objectives (Outcomes) are:

- 1.1 contributing to Outcome 1: Strengthened coordination between government and non-government institutions responsible for migration management at local, national and regional levels
- 1.2 contributing to Outcome 1: Developed and/or improved national and regional policies and strategies on safe and regular migration in line with the rights-based approach.
- 1.3 contributing to Outcome 1: drafted or revised national legislation in target countries on trafficking in human beings and smuggling of migrants and related issues in accordance with international conventions and standards.
- 2.1 contributing to Outcome 2: Improved capacity of LEAs to perform effective and comprehensive national and regional investigations of trafficking in human beings and smuggling cases
- 2.2 contributing to Outcome 2: Increased capacity of prosecutors and judges to conduct effective court proceedings of trafficking in human beings and smuggling cases
- 2.3 contributing to Outcome 2: Strengthened capacity of border authorities and immigration services in view of facilitating orderly migration and improving cooperation on trafficking in human beings and smuggling cases.
- 2.4 contributing to Outcome 2: Enhanced mechanisms for monitoring, reporting and following up violations of human rights of migrants
- 3.1 contributing to Outcome 3: Enhanced access to information on safe, orderly, and regular migration to potential migrants
- 3.2 contributing to Outcome 3: Improved access to protection facilities and services for victims of trafficking and vulnerable migrants (incl. victims of forced labour and sexual exploitation, adults and children).
- 3.3 contributing to Outcome 3: Facilitated access to sustainable solutions for victims of trafficking and vulnerable migrants within the region.

The Action will contribute to the Central Mediterranean Route TEI, in particular components (1) Legal migration and mobility; (2) Protection and asylum; and (3) Prevention of irregular migration, fight against smuggling of migrants and trafficking in human beings. Belgium, Germany, Denmark, Spain, France, Netherlands, Italy, Malta and the Czech Republic are TEI members so far, with their indicative support to be confirmed.

The commitment of the EU's contribution to the Team Europe Initiative foreseen under this action plan will be complemented by other contributions from Team Europe partners. It is subject to the formal confirmation of each respective partners' 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.

3.2 Indicative Activities

Tentative Activities related to Output 1.1:

Inter-agency workshops and trainings for institutions and other relevant actors responsible for migration management; expert support (e.g., for drafting action plans), bi- or trilateral exchanges between partner countries on specific thematic topics; establishment of communication mechanisms between communities, non-state actors and state authorities; capacity building of relevant authorities to ensure that they are able to deliver on their mandate.

Tentative Activities related to Output 1.2:

Drafting sessions on migration policies, strategies, and National Implementation Plans; operational support to national agencies responsible for migration data collection; capacity development and advisory services on how to incorporate human rights and gender equality principles in policy making.

Tentative Activities related to Output 1.3

Legislative drafting workshops (e.g., on trafficking in human beings and smuggling legislation and fair recruitment regulations); bilateral and regional exchanges on good legislative practices.

Tentative Activities related to Output 2.1:

Operational and advisory support to specialised units on transnational crime; pre-service and in-service trainings for investigators (e.g. on investigation and advanced investigation techniques, case management, chain of custody, cross-border investigation tools (e.g. joint investigation teams), victim-centred approaches); provision of equipment such as IT and office equipment, notebooks, cameras, recorders, and vehicles according to the needs; feasibility study on the establishment of SoM and THB related transnational organised crime units.

Tentative Activities related to Output 2.2:

Support to coordination between investigation and prosecution; pre-service and in-service trainings for prosecutors and judges (e.g. on witness management, case management, and instruments of international legal cooperation); protective measures for witness management during prosecution and judicial proceedings; advisory support to the development of draft legislation on regional and LEA and judicial cooperation.

Tentative Activities related to Output 2.3:

Operational and technical support to inter-agency border committees, provision of equipment such as IT and office equipment, notebooks, cameras, recorders, and vehicles according to the needs; specialised trainings for border officials (e.g. on fraud detection, use of information systems, victim sensitive approaches); refurbishment of existing border crossing points.

Tentative Activities related to Output 2.4:

Development and/or improvement of complaint and redress mechanisms of human rights violations; capacity building for national human rights institutions and non-state actors (e.g. on monitoring of rights violations, referral of cases).

Tentative Activities related to Output 3.1:

Establishment of information channels on safe and regular migration (incl. labour migration); pre-departure measures for labour migrants (e.g. sensitisation on risks of forced labour and on fair recruitment); Policy advice and guidance on implementation of developed strategies.

Tentative Activities related to Output 3.2:

Operational and technical support and trainings on the needs of vulnerable migrants and victims of trafficking and their referral; trainings for relevant state and non-state actors (e.g. on Standard Operating Procedures (SOPs), service provision, victim case management); advisory support to governments and other actors on establishment and management of shelters; operational support to state actors and CSOs providing specialised services for Victims of Trafficking (VoT) and migrants (e.g. psycho-social support, legal aid, child protection, sexual and gender based violence (SGBV) services, family tracing and reunification services); regional exchange meetings for local CSOs.

Tentative Activities related to Output 3.3:

Coordination meetings between actors providing support to return, sustainable reintegration and local integration (e.g., vocational schools, private sector); drafting workshops for bilateral mechanisms and SOPs for return and reintegration; community dialogues between migrants and host community members.

Activities will be organised in close coordination and in complementarity with ongoing and future programmes related to migration management and established in the relevant countries. In order to improve coordination with other existing mechanisms, e.g. the Regional Operational Centre for the Khartoum Process (ROCK), BMM III will focus on trainings and capacity building, while the ROCK will keep focusing on operational cooperation between the participating countries. As for the EU-IOM Joint Initiative and further return and reintegration programmes, a clear division of labour will be established to avoid duplications and increase synergies.

Further national and regional consultations with implementing and national/regional partners will be carried out in order to inform and adapt the framework (and hence the Action's Logical Framework) to ensure its alignment with partner countries' and regional actors' objectives and priorities, as well to specify outcomes, indicators, and outputs further.

3.3 Mainstreaming

Environmental Protection & Climate Change

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 OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that the action will ensure that the needs, concerns, experiences and interests of women and men are addressed equally. The action recognises that men and women have different needs which have to be considered during the design and implementation of programme measures. It will therefore adopt a gender-sensitive approach, considering for example the specific vulnerabilities of female and male victims of trafficking.

This action applies the rights-based approach and contributes to the EU Gender Action Plan (GAP) III¹⁵. It especially contributes to objective 3.1 “ensuring freedom from all forms of gender-based violence”, including trafficking in human beings. It also particularly follows the GAP III’s requirement to “address intersectionality of gender with other forms of discrimination”, focusing on the “most disadvantaged women, for instance [...] forcibly displaced, migrant, economically and socially deprived women, [...] as they face multiple discrimination. Specific challenges for girls and of elderly women should be considered.”

Human Rights

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

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that although disability is not a significant objective, the inclusion of persons with disabilities (including migrants, forcibly displaced people, and host communities) will be considered wherever is possible.

Democracy

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

Conflict sensitivity, peace and resilience

¹⁵ [EU external action Gender Action Plan \(GAP\) III 2021 –2025 - EU Agenda](#)

The project will be implemented in a region characterised by fragility, conflict and violence. Especially in fragile contexts, characterised by movements of people, improved migration management is of high priority. This is key to protect the people affected, but also to reduce further conflict potentials that may arise in host communities due to lack of capacity, scarcity of resources or xenophobic attitudes. The project will adopt a conflict sensitive and do no harm approach.

Other considerations if relevant

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

3.4 Risks and Lessons Learnt

Category	Risks	Likelihood (High/ Medium/ Low)	Impact (High/ Medium/ Low)	Mitigating measures
	Risk 1 <i>The willingness of governments in the region to cooperate on migration and to work towards safe, orderly and regulated migration deteriorates. National policy decisions (e.g. detention of migrants) will affect project outcomes negatively.</i>	Medium	High	Close attachment to the Khartoum Process, IGAD and the AU allow for a continuous engagement of all partner governments on migration management and joined efforts to further promote cooperation and foster ownership and commitment. Annual planning workshops also ensure alignment with government priorities and needs, therefore enhancing willingness to engage with the Action.
	Risk 2 <i>Political unrest, regime change, violent conflict and/or deterioration of governance in (some) BMM partner countries will challenge (cross-border) cooperation on migration issues and reduce state capacities for engaging in migration governance</i>	High	High	In close contact with EU Delegations, the action will continuously monitor the political and security situation in all partner countries. This will enable the identification of context risks at an early stage and allow for developing response mechanisms. If contextual factors, such as violent conflict, change in regime, and/or terrorist attacks take place, activities may be suspended or relocated until the situation improves. In case of suspended activities, the action’s regional approach guarantees that the implementation can continue with a focus on the other BMM target countries.
	Risk 3 <i>Protection and assistance mechanisms remain dependent on external funding and therefore are not</i>	Medium	Medium	The action focuses on a development-oriented approach and provides structural support. Non-state actors that act as service providers are strengthened and empowered on national as well as on regional level to

	<i>sustained after the completion of the action (sustainability risk).</i>			develop sustainable funding mechanisms. Furthermore, the action supports the implementation of an integrated migrant referral system in which state and non-state actors work side-by-side.
	Risk 4 <i>Covid-19 impacts the implementation of activities and influences migration flows in an unpredictable manner.</i>	High	Medium	The action will monitor the pandemic's development in all implementing countries closely and ensure that planned activities can be implemented while adhering to national health protocols and applying sanitary measures and will foster alternative modes of implementation such as online/hybrid formats. Moreover, the action will follow up closely with the impact that the pandemic has on migration flows in the region to assure the needs of beneficiaries are met.
	Risk 5 <i>State-embedded criminal groups or corrupt officials undermine the effectiveness of the law-enforcement response to trafficking in human beings and smuggling as well hinder the implementation of the action.</i>	High	Medium	To mitigate such risk, it is necessary to involve different organizations and institutions, employees from different departments, and seniority level. The action will also have a continuous and transparent communication to the public of programme intentions and their results. Diversifying the pool of stakeholders from the partner institutions paired with public communication will ensure more transparency and will diminish the potential influence of individuals. The action will evaluate the potential use of embedded long-term experts for increasing transparency of internal partner institution processes and create an atmosphere of trust that allows the identification of change agents that can voice concerns to the action and can be used to promote institutional change from below. Alternatively, close collaboration embedded experts of other projects (e.g. the Regional Operational Center in Khartoum) will be used to gain similar benefits.
	Risk 6 <i>State embedded criminal groups and outside criminal networks pressure/ threaten effectively operating personnel in supported LEAs.</i>	Medium	High	The action will monitor related media reporting and use other information channels (e.g. EU Delegations, Embassies) to identify concrete cases. The action will evaluate the potential use of embedded long-term experts for increasing transparency of internal partner institution processes and create an atmosphere of trust that allows the identification of change

				agents that can voice concerns to the action and can be used to promote institutional change from below. Alternatively, close collaboration embedded experts of other projects (e.g. the Regional Operational Center in Khartoum) will be used to gain similar benefits.
	Risk 7 <i>Organised Crime Groups under increased law enforcement pressure re-focus activities into more vulnerable neighbouring countries</i>	Medium	High	All interventions of the action will be coordinated among partner countries and relevant concordant actions/ donor projects, with clear mechanisms to monitor and evaluate balanced cross-country progress and exit strategies where project creates adverse effects. This is ensured by the project monitoring and steering mechanism.

Lessons Learnt:

- The BMM is well aligned with the EU strategy in the Horn of Africa and has proven to be a tangible contribution of the EU to the Khartoum Process. Sustainability and impact of BMM at the regional level have been increased throughout BMM II through a stronger cooperation with regional partners, e.g. the AU and IGAD, as well as alignment with the Khartoum Process, and through enhanced ownership with annual planning workshops and bi-annual technical steering sessions involving relevant national authorities and stakeholders.
- Progress on migration governance and policy harmonisation are **long-term processes** that require more time than single project cycles. Under BMM I and II, 18.710 governmental stakeholders were supported to improve migration management and to strengthen national migration policies, legislations and cross-border cooperation. All stakeholders need to be fully engaged in lengthy negotiation processes to ensure sufficient ownership of policies and legislations. In partner countries where there is no functioning national coordination mechanism on migration, a considerable investment must be done in strong relationships with and between national partners. Therefore, increased focus is needed on strengthening existing structures mandated to address smuggling, as well as migration management in general, and to address trafficking in human beings.
- Due to changing conditions, needs and political contexts in the different partner countries, the implementation of such action requires **flexible programming**. The current programme structure allows to adapt activities and results to the realities on the ground as needed. BMM II and its implementing partners responded flexibly to the challenges of the Covid-19 pandemic, notably restrictions on in-person meetings, trainings, and travels. Activities were adjusted to the local health protocols and to the context on the ground. BMM II has made tangible improvements to ensure that actions remain **aligned to national governments’ and regional institutions’ priorities** and engaged national partners together with implementing partners of BMM II in several exercises to receive partners’ feedback on the progress of BMM and to discuss challenges and mitigation measures. This allowed BMM II to cross-check priorities of national partners and a timely adaptation of the activities. While BMM has provided substantial support in building (human) capacities in the region, the connection between trainings and the provision of material support should be reinforced in a third phase. This should allow newly acquired techniques to be implemented effectively and can reinforce national governments’ overall ownership of the programme.
- From the onset of the Programme, BMM has attracted a lot of media and public attention, in particular in Europe. In BMM II, a more pro-active **communication strategy** has been carried out to allow for innovative, and timely communication outputs. An estimated 16,2 million people were reached with sensitisation and awareness raising campaigns on the rights of migrants, trafficking in human beings and smuggling of migrants. Internal coordination and communication among programme partners have also been streamlined in BMM II to strengthen horizontal and decentralised mechanisms such as the monthly coordination meetings. This guaranteed timely information sharing among BMM

partners, but also a greater engagement for BMM national offices and EU Delegations in concerned countries.

- BMM was conceptualised based on **guiding principles** that included gender, human rights, and Do No Harm. In order to operationalise and safeguard these principles, BMM has taken measures to put implementation processes under additional scrutiny (e.g. principles for the procurement of equipment) and adapt the programme approaches to specific contexts (e.g. decentralised implementation concept in Sudan) which will be further strengthened in a third phase.
- To increase the **sustainability** of referral mechanisms and protection activities, BMM II supported the coordination on protection among state and non-state actors while supporting local CSOs in rendering their work more sustainable at the same time. 5.250 governmental and non-governmental actors were involved in BMM measures that aim at improving specialised services as well as access to information on safe and orderly migration for vulnerable migrants and VoTs. The structural approach allows for greater sustainability beyond the programme, however, constrained the programme to react on immediate needs of vulnerable migrants or VoT in times of political crises and the Covid-19 pandemic.
- The **cooperation with CSOs and national human rights institutions** was intensified throughout BMM II. Both regular exchanges through regional forums and capacity building measures have proved beneficial for cross-border cooperation on the protection of migrants and the assurance of human rights-based referrals. BMM II has involved around 60 local CSOs in the relevant activities. CSOs proved to be crucial stakeholders and implementers for protection related services. The regional CSO Liberty Shared set-up the victim case management system, a digital platform for CSOs to collect and process data on VoTs. In BMM II, Liberty Shared provided technical backstopping to the VCMS-users to ensure adequate processing and reporting based on the collected data. In a third phase, the cooperation with CSO and national human rights organisations should be amplified to build on the current phase's success and make the VCMS widely available to other actors. BMM further supported the regional CSO forum in which the local organisations exchanged regularly on gaps in the referral systems and identified possible solutions. BMM III will support the CSOs to voice these recommendations in regional at regional for a (e.g. IGAD RCP).
- BMM invested considerable efforts to strengthen the capacities of prosecutors, judges, investigators as well as law enforcement agents, border and immigration officials, of whom 7.950 took part in trainings, ToTs and workshop to enhance identification of vulnerable migrants and to refer them to specialised services and to address cases of VoT and SoM with a human-rights based approach. The cooperation between investigating institutions and CSOs and human rights institutions should be reinforced e.g. through the participation of CSO representatives in LEA trainings and vice versa. The additional perspective can enhance the response to the target group. The linkages between protection of migrants and prosecution of smuggling and trafficking in human beings cases will be reinforced in BMM III.

3.5 The Intervention Logic

The underlying intervention logic for this action is that the Action intends to improve the management of safe, orderly and regular migration, and in particular to address THB and SoM within and from the HoA, by achieving three objectives:

(1) Strengthen national and regional migration governance, among others by supporting a coordinated approach, thereby enhancing safe and regular migration in accordance with global and regional migration governance frameworks. (2) Increase national and cross-border cooperation on trafficking in human beings and smuggling cases between law enforcement, judicial and other state as well as non-state actors in accordance with international obligations and standards. (3) Improve prevention of THB and protection of victims of trafficking and vulnerable migrants at local, national, and regional levels.

Under the migration governance objective national governments are supported in strengthening existing institutional coordination structures responsible for national migration governance, including vertical governance coherence at local, national and regional level. The development of national policies and strategies on migration will support the establishment of a regulatory framework for migration governance and therefore enhance the ability of governments in the region to facilitate and manage migration. It will further support legislation on trafficking in human beings and smuggling of migrants.

Specific Objective 2 focusses on national cooperation between investigation, prosecution and national courts on trafficking in human beings and smuggling cases as well as on cross-border cooperation, including cross border investigations and border management. In order to effectively address organised crime, identification of victims and potential victims of trafficking as well as investigations need to be conducted in a reliable and responsible manner (e.g. no violations of the chain of custody) providing the basis for prosecutions to be successful. For this, law enforcement, civil society, prosecution, and judiciary actors have to work hand in hand. Adults and children who have been identified as victims of trafficking and/or exploitation (incl. labour) and/or smuggled migrants play a key role as potential witnesses. Their right not to be criminalised needs to be safeguarded and a (re-)traumatisation by the participation in criminal proceedings needs to be avoided. To this end, close coordination with state or non-state protection services (social workers, child protection officers, etc.) are required to ensure the safety of the victim during the investigation up to trial. Furthermore, National Human Rights Institutions have the role to monitor and address reported or detected human right violations or other kinds of exploitative abuses. Further, the transnational nature of the operations of organised crime groups and networks involved in THB and SoM necessitate cooperation between LEAs and border agencies of different partner countries in order to effectively cooperate in their dismantling – as opposed to a focus on criminal offenders on lower levels of their organisations/ networks. The facilitation of collaboration and information exchange formats are an important step towards cross-border investigations and the provision of mutual legal assistance, because it strengthens cross-border networks between LEAs and relevant border agencies, establishes knowledge on counterpart structures and facilitates informal information exchanges and a precursor for more formal cooperation structures.

Specific Objective 3 focusses on the prevention of trafficking in human beings and the protection of and assistance to adults and children who have been identified as victims of trafficking and/or smuggled migrants in vulnerable situations. The implementation of the component envisages a threefold approach encompassing the whole migration cycle, namely preventive measures to protect migrants from being trafficked, protective measures to provide assistance after identification and during investigations up to trials; and lastly, access to durable solutions for victims of trafficking and/or (smuggled) migrants in vulnerable situations.

The achievements of BMM I and II could not be consolidated as planned due to the Covid-19 crisis and to other regional crises. Moreover, a change in processes on national and regional level towards a safe and orderly migration requires reiteration of knowledge and data to anchor it soundly in day-to-day performance of actors on a decentralized level. A third phase will allow for a consolidation of the achievements and for an adaptation to newly introduced processes and developments (e.g. stronger focus on south-south labour migration, protection, regional integration).

To be noted that the Joint Intervention Logic for the Central Mediterranean Route TEI, to which the Action will contribute, is currently under preparation.

3.6 Logical Framework Matrix

Results	Results chain (a): Main expected results (maximum 10)	Indicators (a): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	National authorities and institutions are able to facilitate safe, orderly and regular migration and effectively address and reduce the trafficking in human beings and the smuggling of migrants within and from the Horn of Africa region through a human rights-based approach.	<p>1. Number of migrants from the Horn of Africa moving through safe and regular means, disaggregated by sex and age</p> <p>2. Number of migrants from the Horn of Africa moving through smuggling and trafficking networks, disaggregated by sex and age.</p> <p>3. Percentage of migrants from the Horn of Africa moving through safe and regular means</p> <p>4. Percentage of migrants from the Horn of Africa moving through smuggling and trafficking networks.</p>	<p>1</p> <p>2</p>	<p>1</p> <p>2</p>	<p>1</p> <p>2</p>	<i>Not applicable</i>
Outcome 1	1. To enable national and regional authorities, institutions and other relevant actors in the area of migration governance to act in accordance with global and regional migration governance frameworks, in full respect of human-rights and the rights of migrants and displaced people	<p>1.1 Number of relevant regional policy fora (e.g. Khartoum Process, IGAD RCP) including lessons learned, cooperation challenges and recommendations drawn from the implementation of BMM III.</p> <p>1.2 Number of mandated national migration coordination bodies supported in their progress monitoring and reporting concerning regional migration strategies and plans.</p> <p>1.3 Number of newly developed or revised national migration policies, strategies and legal frameworks, which are in accordance with regional frameworks and international law.</p>	<p>1.1</p> <p>1.2</p>	<p>1.1</p> <p>1.2</p>	<p>1.1</p> <p>1.2</p>	

Outcome 2	2. To increase national and cross-border cooperation on trafficking in human beings and smuggling cases between law enforcement, judicial and other state and non-state actors, in coordination with existing regional initiatives and in accordance with international obligations and standards;	2.1 Number of additional trafficking in human beings and smuggling cases that have been accepted for trial.				
		2.2 Percentage of surveyed trials regarding THB and SoM cases during the period of BMM III that have followed fair trial principles and adhered to international standards on rights of migrating men and boys, women and girls.				
		2.3 Number of partner countries that have presented draft harmonised national legislation on regional LEA and judicial cooperation for approval of respective legislative bodies.				
		2.4 Percentage of relevant cross-border stakeholders involved in BMM cross-border activities confirm improved cross-border cooperation on trafficking in human beings and smuggling cases with their counterparts.	2.1	2.1	2.1	
		** EURF 2.10 Number of countries supported by the EU to (a) develop and/or revise policies/strategies/laws/regulations	2.2	2.2	2.2	
		** EURF 2.20 Number of migrants, refugees, and internally displaced people or individuals from host communities protected or assisted with EU support, disaggregated by sex and age				
		** EURF 2.21 Number of migration management or forced displacement				

		<p>strategies or policies (a) developed/revised with EU support</p> <p>** EURF 2.22 Number of EU funded assistance interventions reporting improvement of compliance of Border and Security Systems with EU /Schengen Acquis</p>				
<p>Outcome 3</p>	<p>3 To improve protection of victims of trafficking and vulnerable migrants at local, national and regional levels</p>	<p>3.1 Percentage of surveyed migrants and potential migrants and potential victims of trafficking, of which at least 30% are women and 30% are below the age of 18, who confirm the provided information on safe and regular migration as useful.</p> <p>3.2 Number of male and female vulnerable migrants and victims of trafficking assisted by protection and assistance service providers involved in (national) referral mechanisms in line with international standards and gender-considerations.</p> <p>3.3 Number of recommendations on protection formulated by a regional CSO network and national human rights actors that have been referenced by the decision-making process (e.g. IGAD RCP).</p> <p>3.4 Number of victims of trafficking and stranded migrants referred to livelihood, TVET, reintegration and other suitable programmes in countries of origin and/or host countries, disaggregated by sex and age.</p>				

<p>Output 1 related to Outcome 1</p>	<p>1.1 Strengthened coordination between government and non-government institutions responsible for migration management at local, national and regional levels</p>	<p>1.1.1 Number of documents (working plans, protocols, strategies) confirming the enhanced cooperation within and between national and sub-national migration management coordination mechanisms in line with a whole-of-government approach.</p> <p>1.1.2 Number of recommendations formulated by migration-affected communities regarding their needs and priorities concerning migration are included in national and regional decision-making processes with support of BMM III.</p> <p>1.1.3 Number of joint thematic documents with actionable commitments resulting from BMM-supported bilateral and multilateral peer-to-peer learning measures.</p>	<p>1.1.1</p> <p>1.1.2</p>	<p>1.1.1</p> <p>1.1.2</p>	<p>1.1.1</p> <p>1.1.2</p>	
<p>Output 2 related to Outcome 1</p>	<p>1.2 Developed and/or improved national and regional policies and strategies on safe and regular migration in line with the rights-based approach</p>	<p>1.2.1 Number of regional or multi-country policies, guidelines and/or strategies related to safe, orderly and regular migration (including consultative and validation processes), improvement or harmonisation developed or revised with support of BMM III.</p> <p>1.2.2 Number of reports relevant to policy making using (digital) migration data from mandated institutions supported in BMM III.</p> <p>1.2.3 Number of national policies and/or strategies (including consultative and validation processes), or their revision aligned to regional policy framework, taking</p>	<p>1.2.1</p> <p>1.2.2</p>	<p>1.2.1</p> <p>1.2.2</p>	<p>1.2.1</p> <p>1.2.2</p>	

		<p>special account of human rights and gender equality principles developed or revised with support of BMM III.</p> <p>1.2.4 Number of countries supported to develop or improve national regulation and legislation on labour migration by the support of BMM III.</p>				
Output 3 related to Outcome 1	1.3 Drafted or revised national legislation in target countries on trafficking in human beings and smuggling of migrants and related issues in accordance with international conventions and standards	1.3.1 Number of national legislation or secondary legislation on countering trafficking in human beings and smuggling of migrants, developed or revised with support of BMM III that are in accordance with international conventions.				
Output 1 related to Outcome 2	2.1 Improved capacity of LEAs to perform effective and comprehensive national and regional investigations of trafficking in human beings and smuggling cases	<p>2.1.1 Percentage of jointly trained investigation and prosecution actors participating in national and bi-national trainings confirm enhanced knowledge on their relevant roles and responsibilities within criminal procedure codes or other relevant national legislation, including on victim-sensitive approaches.</p> <p>2.1.2 Number of evaluations on investigator - prosecutor cooperation related to trafficking in human beings and smuggling cases conducted with support of BMM III.</p> <p>2.1.3 percentage of prosecutors that confirm enhanced quality of cases prepared by investigators for indictment concerning file</p>	2.1.1 2.1.2	2.1.1 2.1.2	2.1.1 2.1.2	

		<p>management and sources of evidence including physical evidence</p> <p>Alternative option: number of enhanced cases prepared by investigators for indictment concerning file management and sources of evidence including physical evidence -> source of evidence: survey for prosecutors</p> <p>2.1.4 Percentage of the graduates of national police and/or other law enforcement academies that have been trained with integrated modules on trafficking in human beings and smuggling of migrants according to international standard and in alignment with gender and human and child rights principles.</p>				
<p>Output 2 related to Outcome 2</p>	<p>2.2 Increased capacity of prosecutors and judges to conduct effective court proceedings of trafficking in human beings and smuggling cases.</p>	<p>2.2.1 Percentage of prosecution actors trained by BMM III who confirm enhanced knowledge of case handling of trafficking in human beings and smuggling of migrants' cases, the different needs and interests of migrating men and boys, women and girls in accordance with international standards.</p> <p>2.2.2 Number of prosecution actors trained by BMM III with increased knowledge and/or skills in case handling of trafficking in human beings and smuggling of migrants' cases, the different needs and</p>	<p>2.2.1</p> <p>2.2.2</p>	<p>2.2.1</p> <p>2.2.2</p>	<p>2.2.1</p> <p>Pre- and post-training tests</p> <p>2.2.2</p>	

		<p>interests of migrating men and boys, women and girls in accordance with international standards</p> <p>2.2.3 Number of legal practitioners' training institutions that apply integrated modules on case handling of trafficking in human beings and smuggling cases into their curricula according to international standards with support of BMM III.</p> <p>2.2.4 Number of countries in which a disaggregated (and digitalised) case management system for criminal cases of trafficking in human beings and smuggling of migrants was introduced with support of BMM III.</p>				
<p>Output 3 related to Outcome 2</p>	<p>2.3 Strengthened capacity of border authorities and immigration services in view of facilitating orderly migration and improving cooperation on trafficking in human beings and smuggling cases.</p>	<p>2.3.1 Percentage of border management and immigration actors trained by BMM III that confirm enhanced gender and age specific knowledge on the identification and referral of victims of trafficking and vulnerable migrants.</p> <p>2.3.2 Number of border management and immigration actors trained by BMM III with increased knowledge and/or skills in gender and age specific knowledge on the identification and referral of victims of trafficking and vulnerable migrants</p> <p>2.3.3 Number of cross-border coordination bodies, groups and initiatives between relevant state and non-state institutions, including on victim representation, in cross-border regions supported (including</p>				

		needed equipment) to facilitate safe, orderly and regular migration set up with support of BMM III.				
Output 4 related to Outcome 2	2.4 Enhanced mechanisms for monitoring, reporting and following up violations of human rights of migrants	2.4.1 Percentage of cases of human rights violations against migrants, with a particular focus on marginalised groups (e.g., women, children and disabled people), which have been followed up by national human rights institutions and referred to national agencies. 2.4.2 Number of recommendations, lessons learned and good practices on migration developed during cross-border or multi-country exchanges between independent human rights oversight bodies (e.g. NHRI) on migration issues that have been implemented on the national level with support BMM III.				
Output 1 related to Outcome 3	3.1 Enhanced access to information on safe, orderly, and regular migration to potential migrants.	3.1.1 Number of developed national information and communication strategies related to regular migration with support of BMM III. 3.1.2 Number of implemented information and communication strategies related to regular migration with support of BMM III.				
Output 2 related to Outcome 3	3.2 Improved access to protection facilities and services for victims of trafficking and vulnerable migrants (incl. victims of forced labour and sexual exploitation, adults and children).	3.2.1 Percentage of trained national and sub-national stakeholders of non-governmental and governmental institutions confirm increased knowledge on the needs of vulnerable migrants and victims of trafficking and their referral. 3.2.2 Number of national and sub-national stakeholders of non-governmental and governmental institutions trained by the BMM III with increased knowledge and/or				

		<p>skills in on the needs of vulnerable migrants and victims of trafficking and their referral.</p> <p>3.2.3 Number of relevant state and non-governmental stakeholders confirming referrals of victims of trafficking and vulnerable migrants to relevant institutions with particular focus on women and children (incl. support to survivors of SGBV or trauma).</p> <p>3.2.4 Number of local and national actors that provide specialised services (MHPSS, shelters, etc.)</p>				
<p>Output 3 related to Outcome 3</p>	<p>3.3 Facilitated access to sustainable solutions for victims of trafficking and vulnerable migrants within the region.</p>	<p>3.3.1 Number of sustainable solutions for vulnerable migrants and victims of trafficking identified at community level with the active involvement of women and youth with support of BMM III.</p> <p>3.3.2 Number of bilateral, national and local coordination and learning platforms between state, non-state, private sector and international stakeholders on sustainable solutions for victims of trafficking and vulnerable/ stranded migrants set up with support of BMM III.</p>				

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 region.

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 36 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 appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁶.

4.4.1 Indirect Management with a Member State Organisation

This action may be implemented in indirect management with the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ). The implementation by this entity entails the whole action as described in section 3. The envisaged entity has been selected using the following criteria: (1) Management and governance structure for the implementation of such a complex program is already in place; (2) National and regional counterparts are identified and already "on board"; (3) a flexible set of implementing partners is introduced to the management and steering structure.

If negotiations with the above-mentioned entity fail, this action may be implemented in indirect management with IOM. The implementation by this alternative entity would be justified because of the following criteria: previous experience on the issue and in the region, established networks and trust with local partners, and operational capacity to manage the activities.

In case the envisaged entity and the replacement entity mentioned above would need to be replaced, the Commission's services may select another replacement entity using the same criteria.

¹⁶ 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.

4.5 Indicative Budget

Indicative Budget components ¹⁷	EU contribution (amount in EUR)	Third-party contribution, in currency identified (amount in EUR)
Implementation modalities – cf. section 4.4 Indirect Management – GIZ		
Objective 1: Migration governance (30%)	12 000 000	1 800 000
Objective 2: National and cross-border cooperation on trafficking and smuggling (30%)	12 000 000	1 800 000
Objective 3: Prevention of trafficking in human beings and protection of victims (40%)	16 000 000	2 400 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision	
Totals	40 000 000	6 000 000

4.6 Organisational Set-up and Responsibilities

The Action has a **Steering Committee** for the strategic and political steering of the Programme, which meets upon necessity, at least once per year. The Steering Committee will be chaired by the European Commission and BMZ; and it will consist, inter alia, of representatives of the EU MS present in the Steering committee of the Khartoum Process, pertinent regional institutions as well as Implementing Partner(s) of the action. As chair, the European Commission establishes the relationship with important strategic partners and initiatives such as the African Union, IGAD, and the Khartoum Process at a strategic and diplomatic level.

The European and African member states of the Khartoum Process will be regularly updated on progress made in the implementation of the project at its Senior Officials Meetings and will provide the project with guidance and direction. In this framework, coordination will also take place with Norway and Switzerland (who provide funding to the IGAD RCP), as they are both observers to the Khartoum Process and will participate in such Senior Officials Meetings. At country level, coordination with EU and other donors will be enhanced through EU Delegations, including via country migration coordination groups.

The Implementing agency is responsible for the overall steering, managing and reporting of the action. The management and coordination of BMM also includes the coordination and provision of communication and visibility activities. GIZ will continue to provide, maintain, update and expand a wide range of templates according to the visibility requirements of the European Commission in external actions for implementing partners. GIZ also ensures the naming of the European Commission as funding party. Furthermore, the organisation will continue to provide the European Commission and the EU delegations in the partner countries with material for their channels to support their visibility efforts. A network of communication staff of the implementation partners as well as good relationships with the contact persons at the EU delegations have been built up. The close cooperation will contribute to professional communication about the programme and increase the visibility of the EU.

¹⁷ N.B: The final text on audit/verification depends on the outcome of ongoing discussions on pooling of funding in (one or a limited number of) Decision(s) and the subsequent financial management, i.e., for the conclusion of audit contracts and payments.

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.

Accompanying measures

This action document has been informed mainly by the implementation experience of BMM I and II, the needed consultative process with national and implementation partners on national and regional working level is still needed to inform the details of this action (indicator measurements, agreements on concrete activities, etc). Therefore, further national and regional consultations will need to take place in order to ensure that the framework (and hence the Action's Logical Framework) is valid and aligns countries and regional actors' objectives and priorities, as well as to specify indicators and outputs further. These consultations will take place in the first semester of 2022. The updates to the activities, indicators, etc. will be part of the Description of the Action which will accompany the contribution agreement.

4.7 Pre-conditions [Only for project modality]

N/A

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 partners' responsibilities. To this end, the implementing partners 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).

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).

Due to the involvement of several implementing partners and the regional format of the action, the monitoring and reporting processes requires effective coordination and collaboration. For this purpose, the action will build on the digitalised and decentralised monitoring and reporting structures that have been established under the previous phase and have proved highly effective. An impact-oriented monitoring system will monitor both the implementation of the planned activities and the achievement of the planned results. The constant outcomes of these monitoring processes will inform the financial reporting. The separation of tasks for the monitoring of the action shall be organised as follows:

A Division of Labour will be established for the action, defining the responsibilities of implementing parties regarding Specific Objectives and Output Indicators. Each implementing party commits to monitor the respective Specific Objectives and Output Indicators for which they are the lead implementor. To ensure comprehensive monitoring processes, the lead implementing partner shall employ one monitoring coordinator who will oversee all monitoring processes of the action. Moreover, each implementing partner shall designate monitoring focal points in the respective partner countries who will gather all required data on the action's progress and report it to the monitoring coordinator. The monitoring coordinator will then feed the data into the progress reporting to the Commission. The logframe will be used as a management tool to effectively monitor the achievement of the expected specific objectives. In case of persisting deviations and obstacles to the programme implementation, the implementing parties will closely monitor risks and jointly seek for solutions. In severe cases, the concerned activities, outputs and indicators shall be revised by the implementing parties in close coordination with the commissioning parties who have the power of decision over potential changes to the logframe.

The monitoring of activities will be conducted continuously in accordance with the requirements of the commissioning parties to ensure effective implementation of the action. Country-specific annual work plans (AWPs) will be developed for each implementation year during joint annual planning workshops with all relevant implementing partners, national partners, and representatives of the commissioning parties. Activities are allocated to the specific objective and output indicator to which they contribute. The progress of activities is updated in the AWP at country level by all implementing partners monthly. Similarly, data on the beneficiaries of activities will be collected monthly. The monitoring focal points at country level will consolidate the activity progress and share it with the main monitoring coordinator, who will consolidate all data, report it to the commissioning parties and make it accessible to all implementing parties. Regular exchanges among the monitoring stakeholders of all implementing parties, and in all countries, will facilitate the sharing of best practices and the adaptation of monitoring approaches if needed.

To monitor the achievement of the intended results, the implementing parties will commit to a joint results-based monitoring system to continuously monitor the change initiated by the action. The intended changes shall be defined in a Theory of Change as laid out in the action's logframe and will be measured by the indicators set forth in that logframe. The implementing parties will monitor their areas of implementation against its Specific Objectives and Output Indicators, and report to the main implementing partners. IPs will monthly include a short narrative update as well as quantitative information (e.g. number of participants per activity) on their respective indicators in a web-based tool. The lead implementing partner will consolidate and report to the commissioning parties. The IPs will use appropriate tools and methods for results-based monitoring as indicated in the action's logframe including, inter alia, post-training evaluations, comparative and retrospective surveys, impact assessments, focus group discussions, and stakeholder consultations. Evaluations are an integral part of the results-based monitoring system. Where possible, monitoring and data collection will be harmonised with national partners' systems. The results-based monitoring system will adopt a context- and gender-sensitive approach. Where applicable, baseline and end line studies are to be conducted for certain indicators. The responsibility for these studies are with those IPs who are mainly implementing under the respective indicator, hence sufficient budget for these studies will be allocated. The lead implementing partner ensures that the studies will be conducted in accordance with the requirements as per the logframe. The responsibilities will be set in joint scoping workshops with the BMM implementing partners. For the baseline study, the programme will use final data from the BMM II phase to emphasize the continuity of the programme. The baselines should be set latest by the first annual report of the BMM III programme. The respective endline studies will be conducted with a similar methodology as the baseline. All endlines will be defined at the end of the programme.

With the aim of ensuring meaningful participation of all relevant stakeholders, the action's progress will be reviewed during joint planning workshops as well as in strategic coordination meetings with the national partners. Progress shall be assessed jointly with national partners, both to receive their feedback on the implementation and to ensure national ownership. Changes in the country-specific or regional context that may necessitate modifications to the action's implementation will be monitored closely and discussed jointly with implementing and commissioning partners.

In crisis and post-crisis countries of implementation, all coordination meetings will be regularly used for context- and conflict-sensitive monitoring. The potential risks and unintended negative impacts of the action will be closely analysed, and mitigation measures be put in place.

5.2 Evaluation

Having regard to the importance of the action, a mid-term or final evaluation may be carried out for this action or its components via independent consultants.

It will be carried out for problem solving and learning purposes, in particular with respect to the sustainability of the action. As the Action is part of the Central Mediterranean Route TEI, an evaluation 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 shall be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination¹⁸. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall 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.

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.

¹⁸ See best [practice of evaluation dissemination](#)

Appendix 1 REPORTING IN OPSYS

An Intervention¹⁹ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

The present Action identifies as

Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#): <Present action> <Other action>
Contract level		
<input type="checkbox"/>	Single Contract 1	<foreseen individual legal commitment (or contract)>
<input type="checkbox"/>	Single Contract 2	<foreseen individual legal commitment (or contract)>
	(...)	
<input type="checkbox"/>	Group of contracts 1	<foreseen individual legal commitment (or contract) 1> <foreseen individual legal commitment (or contract) 2> <foreseen individual legal commitment (or contract) #>

¹⁹ [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including ‘action’ and ‘Intervention’ where an ‘action’ is the content (or part of the content) of a Commission Financing Decision and ‘Intervention’ is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).

[List of abbreviations](#)

AfCFTA	African Continental Free Trade Area
AU	African Union
AU MPFA	AU Migration Policy Framework for Africa
AWP	Annual work plans
BC	British Council
BMM	Better Migration Management
CRA	Climate Risk Assessment
CSO	Civil Society Organisations
ECA	Economic Commission for Africa
EIA	Environmental Impact Assessment
EU	European Union
GAP	Gender Action Plan
GCM	Global Compact for Safe, Orderly and Regular Migration
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HoA	Horn of Africa Region
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
IGAD RCP	Regional Consultative Process
IGAD RMPF	Regional Migration Policy Framework
IGAD SSP	Security Sector Program
ILO	International Labour Organization
IOM	International Organisation for Migration
JLMP	Joint Labour Migration Programme
LEA	Law enforcement agencies
LNOB	Leave no one behind
MTR	Mid-Term Review
NDICI	Neighbourhood, Development and International Cooperation Instrument
OECD	Organization for Economic Co-operation and Development
RECs	Regional Economic Communities
SDGs	Sustainable Development Goals
SEA	Strategic Environmental Assessment
SGBV	Sexual and Gender-Based Violence
SoM	Smuggling of migrants
SOP	Standard Operating Procedures
THB	Trafficking in Human Beings
UNDP	United Nations Development Programme
VoT	Victims of Trafficking