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Annex I to the Delegation Agreement
CRIS No. [EUTF05 – HoA – REG – 20]

Description of the Action

Better Migration Management

BRITISH COUNCIL CIVIPOL CONSEIL EXPERTISE FRANCE IOM·OIM UNODC United Nations Office on Drugs and Crime

Title of the action	**BETTER MIGRATION MANAGEMENT (KHARTOUM PROCESS)**
Location of the action	Djibouti, Egypt, Ethiopia, Eritrea, Kenya, South Sudan, Sudan, Somalia, Tunisia, and Uganda[1].
Name of the 'Organisation (co-ordinator)	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH (Germany)
Names of sub-contracted agencies	British Council (UK) CIVIPOL (France) Expertise France (France) IOM Italian State Police (Italy) UNODC
Total cost	Euro 46,000,000 (Total) Euro 40,000,000 (EUTF) Euro 6,000,000 (BMZ)
Aid Method/ Method of implementation	Indirect Management through PAGODA-Delegation Agreement with GIZ
DAC Code	15110
Sector	Public sector policy and administrative management
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[1] Participation of Egypt, Libya and Tunisia is foreseen for activities of a regional nature within the limits of Article 6.4 of Annex IV of the Cotonou Agreement

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List of Abbreviations

ARRA	Administration for Refugee and Return Affairs
AU	African Union
AUBP	African Union Border Programme
AUC	African Union Commission
AVRR	Assisted Voluntary Return and Reintegration
BCP	Border Crossing Point
BLA	Bilateral Labour Agreement
BoFED	Bureau of Financial and Economic Development
CRC	Convention on the Rights of the Child
CSO	Civil Society Organisation
DRC	Danish Refugee Council
EAPCCO	Eastern Africa Police Chiefs Cooperation Organization
EC	European Commission
EF	Expertise France
EU	European Union
EUC	European Union Commission
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH
HAART	Awareness Against Human Trafficking
HoA	Horn of Africa
HoAI	AU Horn of Africa Initiative against Trafficking in Persons and Smuggling of Migrants
IBM	Integrated Border Management
ICC	International Criminal Court
ICRC	International Committee of the Red Cross
ICT	Information and communications technology
IDP	Internally Displaced Person
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organization
INTERPOL	International Criminal Police Organization
IOM	International Organization for Migration
IRC	International Rescue Committee
KAP	Knowledge, Attitudes and Practices
MFA	Ministry of Foreign Affairs
MOH	Ministry of Health
MOI	Ministry of the Interior
MOJ	Ministry of Justice

MoLSA	Ministry of Labour and Social Affairs
NCM	National Coordination Mechanism
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
NRM	National Referral Mechanism
RCP	Regional Consultative Process
REC	Regional Economic Community
ReDDS	Regional Durable Solutions Secretariat
RMMS	Regional Mixed Migration Secretariat
RMPF	Regional Migration Policy Framework
SMS	Short Message Service
SoM	Smuggling of Migrants
SOP	Standard Operating Procedure
TA	Technical Advisor
TF	Trust Fund
THB	Trafficking in Human Beings
TiP	Trafficking in Persons
ToT	Training of Trainers
UAM	Unaccompanied minor
UASMC	Unaccompanied or separated migrant children
UNHCR	United Nations High Commission for Refugees
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UNTOC	United Nations Convention against Transnational Organized Crime
Volrep	Voluntary Repatriation
VoT	Victims of trafficking
WFP	World Food Programme
WHO	World Health Organization
WoGA	Whole of Government Approach

1   Introduction

The Horn of Africa (HoA) region is characterized by complex migration dynamics with a long history of intra-regional and inter-regional population movements through both regular and irregular channels. Migration within, from and to the HoA region has been fuelled by various political, socio-economic and environmental factors. The drivers for and extent of mobility of persons varies from country to country. Some migrants use irregular migration channels to flee political unrest, persecution and conflict, while others leave situations of extreme resource scarcity, including environmental change, drought, crop failure, food insecurity and severe poverty, among others. For migration within the region in some cases, and for migration outside the region in most cases, people rely on smugglers, and risk falling prey to traffickers who can easily target vulnerable groups, like women, unaccompanied children, refugees and internally displaced persons (IDPs). Smuggling of migrants and certain trafficking in persons networks in the region are highly organised. 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. Countries in the HoA region can be characterized, to differing extents, as countries of origin, transit and destination for the various types of migrants, including those that have fallen victim to trafficking in human beings.

The programme is based on the third objective within the EU Trust Fund, namely *"improved migration management in countries of origin and transit"*. It is also contributing to the second objective of the EU Trust Fund that is *"strengthening resilience of communities and in particular the most vulnerable, as well as refugees and displaced people"*.

Mixed migration movements in the region are composed of persons with different profiles and varying levels of vulnerabilities and needs. These include migrant workers (both regular and irregular), refugees, asylum seekers, smuggled migrants, transnationally trafficked persons, unaccompanied (or separated) children, environmental migrants, and stranded migrants, victims of exploitation and abuse, and family members seeking to reunite with their families.

The BMM programme takes up these challenges through a regional approach. It will provide capacity building to improve migration management, in particular to prevent and address irregular migration, including smuggling of migrants and trafficking in human beings. The intervention logic is based on four components: (1) support for policy and legislative development and harmonization for better migration and border governance (2) capacity building in the form of training, technical assistance and the provision of appropriate equipment to those implementing migration related policies; (3) support to the identification, assistance and protection of migrants in need; and (4) awareness-raising with regards to alternative livelihood options, including safe migration. Activities will be conducted in full respect of the human rights of migrants, regardless of their migratory status, and in support of the needs of particularly vulnerable groups, such as children, women, elderly people, victims of trafficking, smuggled migrants, refugees living in refugee camps and urban settlements, and people who have become targets of xenophobia.

This programme is implemented within the framework of the Khartoum Process. The Khartoum Process was launched at a Ministerial Conference in November 2014 in Rome. It is led by a Steering Committee comprised of five EU Member States (Italy, France, Germany, UK, and Malta), five partner countries (Egypt, Eritrea, Ethiopia, South Sudan, Sudan) as well as the European Commission and the AU Commission. The Khartoum Process is a sustainable regional dialogue on migration and mobility to addresses the root causes of irregular migration and mixed migration flows in a comprehensive and balanced way enhancing the current cooperation, including through the identification and implementation of concrete projects.

The Declaration of the Ministerial Conference of the Khartoum Process from Rome, 28th November 2014 bases the Khartoum Process on the following thematic priorities:

- better organizing legal migration and fostering well-managed mobility, including intra and inter-regional labour mobility;
- assisting in improving national capacity building in migration management in all its components and addressing irregular migration, including through cooperation on return, in particular voluntary return, and readmission, preventing and combating trafficking in human beings and smuggling of migrants;
- maximising the development impact of migration and mobility through concrete initiatives;
- promoting cooperation on protection and its principles for refugees and asylum seekers in accordance with relevant international conventions, and in particular the 1951 UN Geneva Convention.

This Action presents a comprehensive response that puts into effect the agreed priorities in a single programme. The BMM will support countries participating in the Khartoum Process from the Horn of Africa (HoA) region i.e. Djibouti, Egypt, Ethiopia, Eritrea, Kenya, South Sudan, Sudan, Somalia, and Tunisia, as well as Uganda.[2] It will respond directly to these thematic principles, taking into account the needs identified by participants at the Khartoum Process first Steering Committee meeting (Sharm El-Sheikh, 23-24 April 2015). While country specific needs will be taken into consideration, the main logic in the implementation of the programme will be to find commonalities that offer a region-wide answer to a region-wide problem, and to foster greater coordination among beneficiary countries. This multi-level approach is coherent with the logic behind the EU Trust Fund, which envisages actions on a country, regional and cross-regional basis (in this case including Egypt and Tunisia, which are not part of the Fund's Horn of Africa window, but are members of the Khartoum Process, as well as Uganda, which is not part of the Khartoum process. As agreed with the EUTF Northern Africa Window, an inclusion of Libya in the Action is currently not foreseen).

2 Context of the Action

2.1 Description of situation

Migration within- and from the Horn of Africa (HoA) is diverse, complex and significant in volume. Migration within the region is traditionally dynamic and highly reactive to political and environmental factors, while emigration from the region is extensive and growing. Migration movements in the region are characterized as mixed migration movements, people fleeing persecution and conflict, including with the assistance of smugglers and facing the risk of falling into the hands of traffickers, as well as migrants who are in search of better economic opportunities. On route, migrants and refugees face significant protection issues, abuse and exploitation, by criminal networks, and hostile environments in transit and host countries. Migration within, and from the HoA involves many countries within Africa, the Middle East and Europe. The most favoured migration routes are:

- **The Northern (East Africa) Route** that extends from East Africa (mainly from Ethiopia, Eritrea and Somalia) via Sudan, Chad and Libya to the Mediterranean Sea;
- **The Mediterranean Sea Route** from the shores of Tunisia, Libya and Egypt to Malta, Italy, Cyprus and Greece;
- **The Southern Route** that extends from mainly Ethiopia, Eritrea and Somalia via Kenya, crossing borders to Tanzania, Mozambique, Zambia, Zimbabwe and Malawi to Southern Africa;

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[2] Participation of Egypt and Tunisia is foreseen for activities of a regional nature within the limits of Article 6.4 of Annex IV of the Cotonou Agreement. Uganda is not a member of the Khartoum Process, but hosts refugees from South Sudan.

- **The Gulf of Aden Route** that extends from East Africa (mainly from Ethiopia, Somalia) to Yemen across the Red Sea and the Gulf of Aden;
- **The Red Sea Route** via the Red Sea and the Suez Canal to Italy and Malta or Israel through the Sinai dessert.

The HoA region hosts the largest number of asylum-seekers and refugees in Africa. Ethiopia, with more than 730,000[3] refugees, hosts the largest refugee population in Africa, and the fifth largest in the world, whereas Kenya hosts more than 600,000[4] refugees. Countries like Sudan[5], home to over 400,000 refugees and asylum-seekers, and South Sudan, hosting almost 300,000 refugees[6], also face challenging protracted refugee situations. Moreover, many countries in the region, amongst them Sudan, South Sudan and Somalia, face some of the largest numbers of internally displaced persons (IDPs) worldwide. Smuggling of migrants and trafficking in human beings is widespread within the HoA region, according to anecdotal evidence of affected family members and organizations active in the region. Smuggled migrants largely move undetected and unregistered. **Specific data on mixed migration in the region, including irregular migration, and particularly on trafficking in human beings, remains scarce**, due to the hidden nature of the crime, the overall lack of identification procedures for victims of trafficking, and the lack of data collection and consolidation (at country and regional level in the HoA).[7]

The scale and complex cross-border nature of migration and displacement, and the impact which it has on development, necessitates effective, coordinated and harmonised policies and action at the national and regional level, to effectively address the myriad of mixed migration challenges faced by the HoA region. To date, effective r**egional cooperation and coordination on migration management**, has been hampered by the poor harmonisation of migration related policies and fragmented legislation at the national level.

Anti-trafficking responses in the HoA region, including the development and adoption of national laws to combat human trafficking and migrant smuggling, have largely emerged in recent years only, and differ in scope. The majority of countries in the region have established inter-institutional taskforces or committees to coordinate national efforts to address human trafficking and migrant smuggling, but many are still struggling to fulfil their new mandate and roles or remain without operational budget. Some countries in the region have adopted national anti-trafficking and smuggling action plans, which provide a basis for coordinating national efforts, but their implementation and the necessary allocation of resources, are often lacking. National mechanisms, including standard operating procedures (SOPs), for the identification, protection and referral of victims of trafficking, are largely absent in the region or - where they exist - are not uniformly applied/adhered to by relevant stakeholders**.**

The African Union (AU) and the Intergovernmental Authority on Development (IGAD), which is one of its eight recognised regional economic communities (RECs), address migration issues at the regional level, and their work is supported by various projects, organisations and consortia. The **AU Horn of**

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[3] As of April 2016: 843,871 refugees and 4059 asylum-seekers in total
 http://reporting.unhcr.org/node/5738#_ga=1.234446366.1213420610.1460957521
[4] April 2016: 598,646 refugees and asylum seekers in total
http://data.unhcr.org/horn-of-africa/country.php?id=110
[5] April 2016: 410,239 refugees and asylum-seekers in total
 http://reporting.unhcr.org/node/2535
[6] As of April 2016: 326,261 refugees and asylum-seekers in total
http://reporting.unhcr.org/node/2553
[7] Available data on irregular migration do naturally not indicate the number of smuggled migrants, as not all irregular migrants have necessarily been smuggled and those smuggled have not all been identified. Some migrants have entered legally and become irregular through overstaying a visa etc.

Africa Initiative was established in 2014 to chart common responses to human trafficking and migrant smuggling, through dialogue and concrete initiatives. It builds on past AU achievements, including the 2006 *Ouagadougou Action Plan to combat human trafficking, especially women and children* and the AU.COMMIT campaign (African Union Commission Initiative Against Trafficking), which was launched with several RECs across the continent, including IGAD in 2010. Over the years, regional migration dialogue processes have delivered significant results, including the ***IGAD Regional Migration Policy Framework (RMPF)*** and ***Migration Action Plan***. The RMPF provides strategic recommendations on various aspects of migration management and guides the migration management capacity building of IGAD member states, including the development of national migration policies, with a view to address specific migration related challenges in a more comprehensive and holistic manner. Additionally, IGAD has commenced the drafting of the Protocol on the Free Movement of Persons, which contains provisions for the harmonisation of migration policies and laws, visa free entry, rights of establishment and residence for IGAD nationals, and effective border management. However, despite the progress made, regional cooperation on migration remains challenging, due to, inter alia, security and socio-economic concerns, which at times result in unilateral, reactive decision-making by governments, with negative implications for regional cooperation.

At the same time, regional cooperation on fighting human trafficking and migrant smuggling is aided by the work of UNODC, IOM and Interpol membership of the HoA countries. The Interpol membership provides them with access to the services of the organization, most notably to systems of cross border data sharing and databases of lost and stolen documents. The countries report to the Interpol Sub-regional Bureau in Nairobi through national officers stationed at their respective National Central Bureaus. Moreover, all countries covered by this programme are members of the Eastern Africa Police Chiefs Cooperation Organization (EAPCCO). EAPCCO was established in 1998 to unite police efforts against transnational and organised crime, including human trafficking and migrant smuggling. The Interpol Sub-regional Bureau in Nairobi serves as its Secretariat. EAPCCO facilitates international cooperation on tackling organised crime, including through sharing intelligence and data and launching joint investigations and operations. EAPCCO's operational capacity remains limited due to resource constraints. At the continental level, the AU is planning to establish AFRIPOL, possibly by 2016, which would focus on police cooperation and training. The African Union's Border Management Programme is also providing a framework for constructive cross border cooperation and border management in the HoA region.

2.2 Description of problems and needs that are being tackled by the action

The BMM programme aims to address the complex challenges of mixed migration in the region, through migration management policy development and harmonisation at the national and regional level; capacity building of migration management institutions; strengthening protection measures and services; and raising awareness of alternative livelihood options including safe migration. The BMM programme's approach and activities offer an integrated response to the intricate and interconnected obstacles which impede effective migration management in the region. These obstacles emanate from the complex nature of mixed migration in the region, as well as the underfunded responses which have been developed to address mixed migration. In this section these various obstacles and resulting needs are described.

The **national legal frameworks** (and accordingly the legal protection for trafficked persons and smuggled migrants rights) vary considerably within the countries of the HoA, with policies and legislation addressing human trafficking being more developed than those addressing the smuggling of migrants. Moreover, most HoA countries have **no comprehensive national migration policies** in place, which can serve as basis for a regional cooperation and collaboration. This situation is compounded by the fact that migration issues are complex and cross-cutting, and are linked to

multiple sectors (i.e. health, gender, education, labour, disaster risk management, environment, human rights etc.). No national authority or institution can effectively deal with migration exclusively within its borders, and due to a lack of deep cross-institutional migration cooperation, **policies are often fragmented,** single-issue, ad-hoc and dormant (mostly activated in crises or upon donor requests). Additionally, migration related policies are often created and overseen by various ministries,[8] resulting in a duplication or even contradiction of efforts and funds, institutional frictions and turf wars.

This dispersed and fragmented nature of institutional involvement calls for a harmonisation of policies and practices at all levels; horizontally among the national institutions and vertically between sub-national, national and regional institutions. The overlapping mandates of several portfolios require a carefully designed normative framework and institutional coordination mechanisms that will make the effective coordination of migration governance possible. Harmonised migration policy development on the national level will avert the mismanagement of migration at the national, as well as at the regional level. The ineffective management of migration can have real cost implications for a state, and negatively influence the social cohesion between host communities and migrants, and lead to xenophobia, discrimination and other social pathologies. Harmonised national migration policies are the basis on which effective regional cooperation on migration management can be developed, including improved protection for migrants and victims of trafficking. This bottom-up approach will complement and strengthen synergies between the regional initiatives of the AU, IGAD, and other EU-funded projects and initiatives. Moreover, BMM's strong coordination with IGAD and regional actors and stakeholders through the Khartoum Process dialogue will aid the sustainability of the Action and strengthen the collective impact of migration management efforts in the region, whilst preventing the duplication of efforts and funds.

Implementation of legislation and policies relating to migration management, where they are in place, is not adequate. **Government capacities to address migration challenges** such as transnational crime and protection of migrants' rights, as well as the promotion of regular migration, **are limited**. The international borders in the region are porous and run through largely ungoverned territories; a number also face demarcation challenges. The presence of irregular armies and militia in the region only adds to the predicament of porous borders. There is large scale cross-border trade between communities and pastoralist movement in the border areas that has gone on for centuries and generates economic benefit for many communities. Border governance in the region thus has to recognize and facilitate such movement while ensuring that economically beneficial and legal migration is not used as a conduit for transnational crimes. National capacities for effective border management (border governance) which upholds the rights of migrants, identifies and refers victims of trafficking, facilitates economically beneficial cross-border movements and cooperation, and counters transnational crime, are lacking. Consequently, situations arise where migrants face abuse, border conflicts and violence erupt, borders are periodically closed and economic development is impeded. In addition, many border crossings and ports of entry lack the necessary infrastructure and equipment to effectively administer cross-border migration flows. Entry and exit information is largely recorded manually and remains unprocessed, therefore statistical data on international migration is therefore unavailable. Some organizations in the field including IOM have assisted in the establishment of border management information systems (BMIS)[9] and technical assistance to border agencies, however

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[8] Ministries of internal affairs, immigration, foreign affairs, health, gender, labour and social affairs, justice and constitutional affairs, early warning and disaster management, environmental agencies, national human rights institutions, ministry of information or communications, financial institutions and other authorities have mandates which are related to migration in one way or the other.

[9] The IOM supported BMIS - known as MIDAS - is operational in Djibuti, Uganda, South Sudan, Somalia, and is under consideration by the Kenyan and Sudanese authorities.

BMIS coverage is not universal. A further shortcoming is the dearth of clear institutional border management structures, which leads to inadequate horizontal coordination between border agencies.

Distinctive and tailored responses to the challenges of mixed migration and the needs of different types of migrants are lacking at the national and regional level. Large numbers of men, women, and families, but also unaccompanied or separated children, are forcibly or voluntarily on the move in the HoA region, due to a variety of factors, including conflict, political and economic instability, limited livelihood opportunities and climate change. The movements of migrants are not homogeneous and consist of different profiles, e.g., regular and irregular migrants, smuggled migrants, asylum seekers and/or refugees, victims of a variety of abuses and crimes and victims of trafficking. Additionally, cases of kidnapping for ransom and trafficking from within refugee and IDP camps have been reported in the region. Protecting vulnerable migrants and those in need, particularly victims of trafficking (VoT) in mixed migration movements, requires a general victim-centred approach based on individualised mechanisms for identification and assistance. The identification of individual protection needs is very limited across the region, and existing legal frameworks in the region do not offer sufficient protection to migrants in irregular movements.

There is a **general lack of capacity to distinguish between migrant smuggling and human trafficking in** the region, as well as **to apply standardised mechanisms and procedures to identify and assist VoT and vulnerable migrants.** This often leads to VoT not being recognised as victims, but often being indiscriminately detained or deported as irregular migrants, which aggravates their suffering and limits effective prosecution since VoT as key witnesses are no longer available to testify. Standard operating procedures (SOP) for identification and referral, jointly agreed between the relevant sectoral government entities, and governmental as well as non-governmental service providers, are largely absent. Some organizations working in the field, such as IOM, UNODC and UNHCR have coordinated closely to establish joint procedures and tools for identification, such as the standardized IOM identification form that is being used already by a range of stakeholders in the region. [10]. The dearth of state endorsed identification **procedures and tools in a number of HoA countries** hampers **subsequent referral to relevant service providers for appropriate assistance**. Police and immigration authorities, but also those that get in contact with people in need at later stages or under different circumstances, e.g. as part of diaspora organisations, do not possess the required capacities nor procedures to identify specific needs or potential VoT. The needs of vulnerable migrants and (potential) VoT are subsequently often not adequately addressed.

Related to the lack of mechanisms for identification and referral are the overall **insufficient facilities providing specialised assistance to VoT and vulnerable migrants**. As opposed to basic services to cover primary needs with water and food, specialised services relate to medical, legal and psychosocial assistance according to the specific needs of the person. A number of organisations or CSOs in the region have set up facilities that provide services to migrants in need, including VoT, such as migration response centres (MRCs) that have been set up by IOM as government-owned and supported facilities at strategic migration points[11]. However, existing facilities and the range of services for protection and specialised assistance are not only few in numbers and often lacking sufficient resources, but additionally do not necessarily match the specific protection needs. Shelters or safe houses as protection and safe spaces for VoT with specific assistance for rehabilitation and

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[10] See IOM Handbook on Direct Assistance for Victims of Trafficking, 2007, p. 50. The IOM *Handbook on Direct Assistance for Victims of Trafficking*[10] offers suggestions and guidance for the provision of assistance to victims of trafficking, based on IOM's many years of experience. The Handbook also includes the IOM screening form used to identify victims of trafficking. Moreover, a MoU between UNHCR and IOM also exists for the referral of persons of concerns, including VoT.

[11] Compare https://www.iom.int/jahia/webdav/shared/shared/mainsite/activities/countries/docs/kenya/Mixed-Migration.pdf

reintegration only exist in very low numbers and very few countries in the region and are mostly operated by NGOs with scarce available resources. Vulnerable migrants on the move, including victims of trafficking, face very limited access to medical and psychosocial assistance. Moreover, very few countries have effective witness protection programmes to protect VoT as witnesses in criminal procedures.

While comprehensive data is not yet available, it is clear that the numbers of **unaccompanied or separated migrant children (UASMC)** on the move are on the rise in the region, including on the northern route. Children require special protection and assistance, including child-friendly screening procedures by trained personnel, specific and child-friendly procedures and spaces, family tracing and related best interest determination (BID). Appropriate and thorough BID is particularly important in cases of (potential) child trafficking, as family members are often involved in the trafficking of their children. International organisations such as UNICEF and also UNHCR and IOM have prescribed protocols and build the capacity of key stakeholders. However, governmental and non-governmental actors, including police and immigration authorities, lack capacity as well as procedures and related infrastructure to guarantee observance of child rights in accordance with international standards such as stipulated by the CRC to an increasing number of migrant children in the region.

A further challenge which leads to the mistreatment of migrants, are the **few opportunities for labour market integration, resettlement or voluntary return and reintegration** in the region. Being deprived of legal avenues for migration and in many cases not qualifying for a refugee status, a large number of migrants end up being detained for illegal entry, including many children, as well as VoT. Moreover, migrants without any opportunity for local integration may recur to smugglers and are vulnerable to being trafficked to other countries. One way of addressing this situation is to increase opportunities for assisted voluntary return and reintegration (AVRR) for stranded migrants. While IOM runs an AVRR programme out of various MRCs across the region, it has not been able to meet the demand for return and particularly not for reintegration due to lack of funding. Within the context the Protocol against Trafficking in Persons and its provisions related to safe repatriation, AVRR also needs to become a more standardized option for VoT who wish to return home and who may benefit from better protection in their countries and communities of origin, with reintegration assistance. There is currently no regional mechanism available for this type of specialized assistance. IOM's Global Assistance Fund [12]and support by diaspora communities remain often the only available assistance mechanisms, but both lack funding and thus work as ad-hoc responses only.

Awareness raising programmes to curb irregular migration and protect migrants is perceived by international organisations and migration agencies across the region as having largely failed. **Cross-border-programming** and a "route" logic to **awareness raising** – not adapting to movements but to the migration ecosystem[13] - are lacking. "Conventional means" to raise awareness (media campaigns on TV/radio; billboards; flyers; drama; soap operas; etc.) have not been particularly effective, as reported by IOM and NRC[14].More community-level and regional analyses are required to inform effective awareness raising programming on alternative livelihood options including safe migration. The drivers of irregular migration include the perceptions of success associated with migrants in destination countries; limited recreational or livelihood options at home or in the country of first asylum; and severely limited opportunities for regular migration. Many irregular migrants seem to have insufficient information on what happens to them during transit in specific countries and on arrival at their destination; and the quality of life which they can expect there. Also, they seem to lack

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[12] IOM Global Assistance Fund for the Protection and Reintegration of Trafficked Persons https://publications.iom.int/books/iom-global-assistance-fund-protection-and-reintegration-trafficked-persons.

[13] Interview with Gabriella Waajman, June 2016, Regional Director for the Norwegian Refugee Council, Nairobi, Kenya.

[14] Information obtained from key informant interviews led by the appraisal team in May/June 2016

knowledge about their rights and obligations during and after migration in transit and host countries. Few migrants seem to realise the potential negative consequences their migration might have for their households and/or home communities. This includes payments to smugglers funded through the sale of assets and consequent impoverishment; loss of bread winners and potentially of an entire generation of young people; and greater burdens on those that remain behind to care for a weaker and older community.

Research around migration in the region shows the prevalence of **the youth-employment-migration nexus[15].** Migration happens almost exclusively through irregular ways as regular opportunities, such as bilateral labour migration schemes in the region, are very limited. In locations like Somaliland and Puntland, or Ethiopia, first- or second-hand knowledge of irregular migration is widespread: everyone knows of someone who left through irregular migration. The significant unemployment and under-employment rates in the region, especially among youth and in rural areas as well as lack of opportunities of economic integration for refugees lead to (onward) migration. Linkages that allow youth to integrate locally are missing, contributing to their migration: notably the difficulties in matching youth and the labour market, youth and national development plans, youth and both public and private sector initiatives. Youth as actors of change in their own societies are not recognised. There is **lack of youth-based programming** by local CSOs and NGOs across the region - strengthening the awareness of local CSOs and NGOs is key, to allow for effective youth focussed programming.

2.3 Potential for contributing to solutions

The **commitment of the governments** in the region is key to generating successful preconditions for safe migration, as well as for promoting good governance, socio-economic development and security. The AU, IGAD, EAPCCO and EU-Africa cooperation on migration provide some of the important regional platforms for crafting successful solutions, including to the challenges of mixed migration. The scale and complex nature of migration and displacement within this region calls for cross-border solutions to migration management. This necessitates the harmonisation of policies and legislation at the national level, which will form the basis for regional cooperation and coordination. Through regional cooperation, the coordination among relevant actors (i.e. the relevant authorities in the countries of origin, transit and destination) is expected to be improved and the protection of migrants and victims of trafficking enhanced.

The **Khartoum Process**[16] is a platform which can be utilised to initiate the 'whole of government approach' to migration, aiming to harmonise national migration governance (i.e. horizontal harmonisation) through national coordination mechanisms, which will make regional cooperation on policy development possible. Harmonised national policies and strong regional cooperation and collaboration will aid anti-trafficking and smuggling responses, as well as the identification, assistance and protection of migrants and victims of trafficking. National and regional policy harmonization is essential to achieve orderly and well-managed migration that benefits migrants, countries of origin and countries of destination. **National Action Plans** (NAP) to fight trafficking in persons and smuggling of migrants are an important step towards national policy harmonisation and the coordination of national efforts, and exist in various forms of comprehensiveness in Djibouti, Kenya, South Sudan, Sudan and Uganda (and Somalia against the recruitment and use of child soldiers). The NAP of Ethiopia will, according to information of the Anti-trafficking taskforce of the MoJ, be adopted in summer 2016. While the implementation of the NAPs and the respective resource allocation often remains a

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[15] Samuel Hall (2015), *Investing in Somali youth : the youth-employment-migration nexus,* for IOM Somalia, http://www.iom.int/sites/default/files/press_release/file/IOM-Investing-in-Somali-Youth-2015.pdf

[16] A regional dialogue on migration between the EU and countries of origin, transit and destination in the Horn of Africa (HoA), with an initial focus on addressing trafficking in human beings and smuggling of migrants

challenge, the existence of such Action Plans can also pave the way for enhancing the protection dimension of relevant interventions by governments and civil society actors. National efforts aimed at enhancing migration need to be informed by an understanding of the drivers of migration at the local level and engagement with communities. By building the capacity of local stakeholders and CSOs to engage with their communities, such a knowledge base can be developed, and fed to the national and regional level, through national (such national anti-trafficking committees) and regional coordination mechanisms (such as the Khartoum Process.)

Another important effort to build the capacity of countries to effectively manage migration through good border governance is spearheaded by the African Union through an **African Union Border Governance Strategy.** The strategy is an instrument developed to improve and accelerate integration through effective governance of borders and to facilitate the easy movement of people, goods, services and capital among AU Member States and thus to harness benefits, reduce and when possible eradicate cross border threats, prevent crime and facilitate cross-border trading. This holistic understanding of border governance will also inform and guide this Action, in particular component 2.

3 Logic of the Action

3.1 Guiding Principles of Intervention

As agreed in the BMM Steering Committee meeting at the inception of the programme, the design and implementation of the Action are based on the following guiding principles, in order to strive for a coherent and solid response and to reach the general and specific objectives:

- A comprehensive and holistic approach towards Migration Management – taking into account the reality of mixed migration flows and national political parameters as well as existing international conventions and regional policy frameworks, such as the IGAD Regional Migration Policy Framework, the African Common Position on Migration, the AU Convention on Cross-Border Cooperation ("Niamey Convention"), the AU Concept on Integrated Border Management (draft status) or the Ouagadougou Action Plan to Combat Trafficking in Human Beings.
- A shared understanding of the potentially positive contribution of orderly migration and its impact on regional development and stability.
- A context and conflict sensitive approach to design and implementation of all actions, cognizant of the "Do No Harm"-principles.
- Implementation is in full observance of all international laws and conventions signed by the partner countries and in respect of national law. A rights-based approach to prevent the criminalization of irregular migrants and to protect victims of human trafficking by mainstreaming human rights considerations and gender issues into all programme activities.
- Country specific needs taken into consideration, the main logic in the implementation of the programme will be to find commonalities that support region-wide approaches from a development perspective, and to foster greater coordination among beneficiary countries and between relevant regional organizations or consultative mechanisms.
- The programme will seek and promote ownership by and strong partnership with the participating countries and their responsible migration authorities, as well with established supra-national actors and structures with which this programme will establish close linkages.
- The programme will strive towards complementarity with other support programmes and with the various political dialogues, while promoting regional initiatives towards greater policy coherence and for enhanced legal channels for migration.

- Whenever possible and beneficial regarding the set objectives, the program will promote innovative partnerships with civil society organisations (such as diaspora organisations) and the private sector in all programme components

3.2 Overall Objective

To improve migration management in the region, and in particular to address the trafficking and smuggling of migrants within and from the Horn of Africa

3.3 Specific Objectives, Results, Indicative fields of activities

3.3.1 COMPONENT 1: POLICY HARMONIZATION AND COOPERATION

Special Objective SO 1: To strengthen national governments in pursuing a whole of government approach to migration and border governance with the aim to effectively address trafficking in persons and smuggling of migrants, thus allowing for regional policy harmonization and cooperation in accordance with the relevant international conventions and standards as well as regional policy frameworks.

Indicators
SOI 1.1: Unified (whole of government) position of each Khartoum Process member state voiced coherently at all regional fora (incl. the Khartoum Process) and systematic reporting back to national level established.
SOI 1.2: Number of bilateral (cross-border) exchanges between policy makers and/or legislators on migration management, incl. protection, regular migration and border governance.

The overall hypothesis behind this approach is that regional cooperation and ultimately regional integration can only be achieved if national governments are in the position to horizontally harmonize their laws, policies and institutional frameworks in a whole of government approach to migration and border governance. A coherent whole of government position for each Khartoum Process member state in the region will in turn create the foundation for regional discussions, exchanges and increased cooperation and harmonization of important issues such as protection regimes, cross-border mobility and the fight against cross-border criminal networks.

IGAD is the REC leading the migration harmonization processes in the target countries. While the Action will seek close cooperation with IGAD, especially in view of supporting the implementation of the IGAD RMPF, it will have a bottom-up, nationally focussed, approach to policy harmonisation at the regional level. Weakened national positions will lead to fragmented regional processes which can ultimately jeopardize the success of effective regional- and cross-border cooperation. For this reason, the BMM will ensure that the governments are strengthened and are able to harmonize their state policies and positions in order to carry it consistently and coherently into all regional fora (SO Indicator 1.1).

The activities proposed are normatively based on international human rights standards and operationally directed at promoting and protecting human rights, more specifically the rights of migrants. Through the provision of advisory services and capacity building to governmental institutions, which are involved in developing migration policies and legislation, states will be enabled to design rights-based frameworks, that reduce migration-related risks and help increase awareness of migrants' rights, and reduce exposure to smuggling and criminal networks. A rights-based approach promotes fair and transparent migration policies, grounded in due legal process, and has at its centre the principle of non-discrimination and the decriminalization of irregular migrants. By focusing on the

'whole of government approach' to migration, harmonisation of policies and legislation will be enhanced and contradictions in policy frameworks minimised.

A whole-of-government approach manifests itself in three pillars of coherence: policy-, legislative- and institutional harmonization. The first component of the BMM will address all three pillars of the whole-of-government approach. It will support national governments in moving forward wherever they feel the priority lies and taking into consideration the different levels of horizontal harmonization efforts already taking place in each country.

However, implementation aspects of migration policy and legislation will be addressed in the operational components of the BMM. Hence, the three results of component 1 are:

Result R 1.1.: Governments establish coherent government coordination mechanisms to manage migration and address Trafficking in Persons and Smuggling of Migrants
Indicators

RI 1.1.1: Number of nationally endorsed terms of reference and validated National Action Plans (NAP) for inter-ministerial (whole of government) coordination mechanisms. **RI 1.1.2:** Regular meetings of inter-ministerial (whole of government) coordination mechanisms held, covering aspects of border governance, protection of human rights and the facilitation of regular migration in the context of addressing trafficking in persons (TIP) and smuggling of migrants (SoM). **Key Activities** Mapping and evaluation of existing coordination mechanisms (status, mandate, scope, resources, achievements, effectiveness, limitations, overlaps…), identification of good practices; Bilateral (peer) exchanges; Support to the national coordination mechanism; Inter-ministerial trainings; Study & Analysis of the cost and benefits of migration to the host and sending economies; Workshops for the establishment and strengthening of national coordination mechanisms/ task forces

Specific Objective 1 aims to strengthen national governments in pursuing a whole of government approach to migration management, including in addressing TiP and SoM, as well as regional policy coherence and cooperation within the framework of all relevant international conventions. As most countries in the region have not yet, or are in the initial stages of establishing comprehensive (a whole government) approaches to migration governance, it is essential to raise their awareness about such an approach and to build their capacity.

In order to ensure a **comprehensive and holistic approach towards migration management** component 1 will include all relevant actors and stakeholder working in the field of migration at the policy level, in order to reflect different views and approaches to migration. Administrative structures of the countries - these can include Ministries of Labour, Interior, Justice, Health and National Security Offices, Prime Minister's or Presidential Offices etc., and where relevant and possible civil society organizations and labour unions will be consulted and included in the processes. Component 1 will establish, expand and strengthen national coordination mechanisms as a key tool to ensure that different views and approaches are taken into consideration in a coordinated manner when developing migration policies.

Result R 1.2.: Comprehensive national migration policies / strategies are adopted in line with international and regional frameworks on migration management
Indicators

RI 1.2.1: Number and quality of inclusive multi-stakeholder consultative meetings during the drafting, deliberation and validation process

RI 1.2.2: Examples of validation of draft policies by existing multi-stakeholder (government and civil society)

RI 1.2.3: Number of citations of international and regional migration management frameworks in the national migration policies

Key Activities

Mapping and assessment of existing migration policies at the national level to inform the drafting of comprehensive National Migration Policies in Ethiopia, Sudan, Djibouti and Kenya; Sensitization workshops, seminar, debate sessions and trainings for the extended members of the NCMs and their TWGs on migration related policies in Ethiopia, Kenya Sudan and Djibouti; Assessment of newly endorsed national policies and strategies on migration in Ethiopia, Kenya, Sudan and Djibouti to evaluate their alignment to international and regional frameworks and regional dialogue to facilitate experience sharing among countries; Sensitisation, dissemination and popularization workshops

A serious challenge to the management of migration in the region concerns the lack of national normative, institutional and collaborative frameworks on migration. Migration governance is currently focused on legalistic and police-led endeavours, which are focused on deterrence and containment. With the exception of Uganda and Tunisia, countries in the HoA region lack solid and comprehensive national migration policies. The BMM will engage with some countries in the region, prioritizing the main transit countries such as Sudan, Ethiopia, Kenya and Djibouti, in order to build the capacity of policy makers, enabling them to draft and validate comprehensive migration policies and/or strategies.

In this regard, this process will bring different government stakeholders together and will enable true cross-sectoral linkages (e.g. between refugee integration and curbing irregular secondary movement). This process, which will be nationally owned, will be supported through the provision of technical advisory support, including the facilitation of in-depth studies on specific national issues related to migration and their inter-linkages. Finally, the BMM will support sensitisation and popularisation workshops on the content of endorsed policies in the different regions of a country, in order to ensure wide knowledge, acceptance and cascading of the policy vertically to the sub-national level and thus facilitating the translation of policy into implementation.

Result R 1.3: National legislations to domesticate the relevant international conventions[17] in line with protection of human rights are drafted and enacted

Indicators

RI 1.3.1: Number of ratification of the UNTOC and its Protocols

RI 1.3.2: Number of legislation, decrees and regulations on Trafficking in Persons (TiP) enacted by Khartoum Process member states

RI 1.3.3: Number of legislation, decrees and regulation on Smuggling of Migrants (SoM) enacted by Khartoum Process member states

Key Activities

Awareness raising workshops of government officials on UNTOC and TiP/SoM protocols, national legislation and regional agreements; Legislative gap assessments; Bilateral (peer) exchanges

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[17] In particular the three Palermo Protocols (adopted in 2005) supplement the *UN Convention against Transnational Organized Crime* (adopted in 2000). The first and second are relevant for the present programme, namely the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* and the *Protocol against the Smuggling of Migrants by Land, Sea and Air* as well as the *Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children* by the EU and African States.

between KP member states in the region (e.g. cross-border) on good practice in TiP and SoM legislation; Legislative drafting workshop

Some of the countries in the region have signed and ratified, or acceded to the UN Convention against Transnational Organized Crime and its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Trafficking in Persons Protocol) and/or Protocol against the Smuggling of Migrants by Land, Sea and Air (Smuggling of Migrants Protocol). Several countries have developed national legislation, however, these are often not comprehensive and fully in line with the UNTOC and its Protocols, or coherent with other national legislation. Legislative gap assessments will analyse the existing legislative frameworks and will formulate recommendations for improvement. Focussing on a few countries, the Action will assist the legislative drafting process and will build the capacity of the national drafting teams on the provisions of the Trafficking in Persons and Smuggling of Migrants Protocols as well as the UNTOC. The capacity building activities will also focus on drafting policies and legislation that deal with border governance and the rights of VoT and vulnerable migrants. Specific actions will sensitize the relevant authorities to the need to adopt legislation on TiP and SoM. The BMM will further encourage bilateral (peer) exchanges between Khartoum Process member states in the region (e.g. cross-border) on good practice in TiP and SoM legislation. The possibility of a regional ministerial meeting for bloc endorsement of the prompt ratification of the United Nations Convention against Transnational Organised Crime (UNTOC), TiP- and SoM-Protocols will be considered and if deemed appropriate will be facilitated by the BMM.

3.3.2 COMPONENT 2: CAPACITY DEVELOPMENT

Special Objective SO 2: To strengthen the capacity of all institutions and agencies responsible for migration and border management

Indicators

SOI 2.1: Laws against human trafficking and migrant smuggling and standards for the protection of migrants are effectively implemented by government and non-government institutions

The conduct of front line actors, who are in direct contact with migrants, such as border guards, immigration and customs officials, the police, and in some cases other security agencies, is key to the effective implementation of international, regional and national migration management policies and laws. Border governance cannot be equated with simply closing borders to any irregular movement, as that is neither feasible nor effective, and it is not in line with legal obligations for the protection of VoT, refugees and vulnerable migrants. Thus, border management needs to mirror the three dimensions of migration management: 1. To facilitate legal, safe and orderly migration, 2. To identify and offer protection to vulnerable migrants, VoT and refugees, 3. To fight transnational criminal networks and to successfully prosecute perpetrators. The reality in the HoA is that very little of these three functions of effective border management is currently in place, except in very few places (e.g. border between Kenya and Uganda). It is therefore essential that implementing agencies at all levels are capacitated to understand the whole-of-government approach to integrated border management, so as to promote regional and continental efforts for economic integration and better migration management.

The results of the inception phase confirmed that migrants are often abused and exploited by officials: some officials are allegedly part of the smuggling and trafficking networks and/ or extort money from migrants and families in all phases of the migration process. Anti-corruption measures will therefore be an integral part of capacity building for all institutions. Some countries also have oversight bodies for

the police and immigration services or national anti-corruption mechanisms that can be addressed by the programme for complementary measures.

Result R 2.1: Increased numbers of transnational trafficking and smuggling cases investigated and brought to court – without criminalizing the victims

Indicators

RI 2.1.1: Number of investigations opened for transnational human trafficking or migrant smuggling according to national, regional and international legal frameworks

RI 2.1.2: Number of prosecutions opened for transnational human trafficking or migrant smuggling according to national, regional and international legal frameworks

Key Activities

Basic and specialized training for investigators, prosecutors and judges on the investigation and prosecution of human trafficking and migrant smuggling cases with an emphasis on protection and human rights; Creation of specialised anti-human trafficking and migrant smuggling units (where possible); Provision of software, equipment (including IT solutions) for investigations; Capacity building of law enforcement practitioners to collect, analyse, share and disseminate data on criminal networks involved in trafficking and migrant smuggling; Sharing of good practices for the investigation of transnationally operating networks; Identification of forged and counterfeit documents; Use of operational and procedural protective measures for victims and witnesses in investigation and prosecution and judicial proceedings for human trafficking and migrant smuggling cases

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Many reports show that despite the existence of domestic laws and policies that criminalises human trafficking and migrant smuggling, prosecution still mainly targets and criminalises migrants, and is largely ineffective in putting the real perpetrators, the traffickers and smugglers, behind bars. This is partly due to the lack of effective legal frameworks, inconsistencies and conflict of interpretation between existing laws, knowledge of these frameworks, and resources and capacities to implement these laws, which includes conducting the necessary investigations and collecting evidence to support such criminal cases, as well as related international judicial cooperation. In addition, migrant smuggling and human trafficking is big business and the insufficient prosecution of traffickers and smugglers may also be due in part to corrupted elements in the judiciary or police.

Result R 2.2: Capacities of immigration, police and judiciary are strengthened to identify and assist vulnerable migrants, refugees and trafficked persons

Indicators

RI 2.2.1: Number of identified cases reported by the national authorities.

RI 2.2.2: Number of vulnerable migrants and trafficking victims who are effectively and promptly referred to assistance services by immigration, police and judiciary.

Key Activities

Build capacity of first responders (front line officers [customs, security, police], labour inspectors, social workers etc.) to screen and identify trafficking victims, refugees and vulnerable migrants (including UASMC, victims of abuse and exploitation, and others with special protection concerns) including through building capacity for interagency collaboration; develop and reinforce mechanisms and procedures (SOPs) for the identification and referral of vulnerable migrants, refugees and trafficking victims to status determination procedures, protection and assistance services (government services, NGOs, IOs); develop and reinforce mechanisms and procedures for the identification and referral of smuggled persons and victims of trafficking to law enforcement and judicial entities for further investigation; sensitize public officials in the application of human rights during administrative

and criminal procedures related to irregular migration; promote culturally appropriate, gender sensitive, and protection focused interactions by first responders towards migrants (e.g. translation, referral, information material); build the capacity of service providers (shelter centre staff, hotline operators etc.), and detention centre staff to adequately respond to the needs of trafficked victims and vulnerable migrants including the provision of infrastructure for shelter, NGO support focal points; support the work of inter-agency National Committees to implement national policy and legislation on counter- trafficking in persons and migrant smuggling

Across the region, the current capacity of police, justice and immigration services to respond to mixed migration flows is insufficient. Capacities will be enhanced through training, and the sustainability of its impact ensured through Training of Trainers courses for officials within these institutions, and encouraging them to train their colleagues regularly, by integrating such training into existing programmes and training. In addition, training material and standard operating procedures will be developed and/or promoted, and mainstreamed into existing training curricula or procedures. Wherever possible, inter-agency coordination and training will be pursued, whilst the creation or promotion of parallel structures will be avoided. BMM will ensure that the equipment it provides is compatible with existing systems and the common principles established for this programme. All capacity building measures (training, material) will adhere to human rights standards.

Result R 2.3: Governments have improved capacities in integrated border management in place, in accordance with relevant principles of international law.

Indicators

RI 2.3.1: Percentage of borders (mileage and post) where Integrated Border Management facilitates the movement of people among partner states

Key Activities

Mapping and assessment of current main border crossing points in key target corridors and provision of recommendations; to establish inter-agency cooperation mechanisms at local and national level to improve border management; establishment of border liaison offices within an integrated approach; basic and specialized training for border officials on border management, cooperation on migration and safeguarding human rights; targeted provision of technical equipment based on a detailed needs assessment; enhancing border crossing points through upgrading/refurbishing the existing border crossing point infrastructure and through modern border information systems, including connectivity with Interpol databases, national alert lists and associated e-platforms in order to execute efficient protection sensitive border management; ensuring the integrity of travel documents and visa issuance measures in accordance with international standards and integration of biometric data; support for ongoing efforts to develop e-immigration infrastructure for immigration officials including e-passports, e-visa etc.; establish regular inter-agency national cooperation at border post level (e.g. border committees, national committees) including information collection and processing; facilitation of regular meetings of representatives of national bodies (e.g. NCM National Coordination Mechanism, CoR (Council of Refugees, Sudan), ARRA (Ethiopian Administration for Refugee and Return Affairs), and National Committee to Combat Trafficking) on migration management aiming inter alia at harmonization of screening and registration processes

The perpetrators of human trafficking and migrant smuggling in the region are rarely investigated and infrequently brought to court and prosecuted. Integrated Border Management (IBM) is an objective of the aforementioned draft African Union Border Governance Strategy and a result of this programme.

IBM requires the collaboration and cooperation of a range of agencies at the border and it is a fundamental role of all states to protect and safeguard citizens and non-nationals within their territory. IBM can only be achieved through full coordination between agencies at the border, and fully functioning border crossing points. Nevertheless, many border crossing points lack even the basic infrastructure and equipment in place to fully function, and many are not even automated. Existing information would need to be fully analysed to determine priority interventions within an IBM approach.

3.3.3 COMPONENT 3: PROTECTION

Special Objective SO 3: To improve the identification, assistance and protection of victims of trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa

Indicators

SOI 3.1: Number of vulnerable migrants identified and assisted in accordance with established mechanisms and standards in the region

SOI 3.2: Relevant stakeholders in the region confirm improvement in the inter-institutional cooperation for the identification and protection of vulnerable migrants, with a particular focus on women and children and victims of trafficking (VoT)

SOI 3.3: Number of recommendations on protection agreed in regional meetings translated into concrete actions at regional/ national level

The BMM will contribute to improved protection by building on good practices and achievements made so far by governments, civil society organizations (CSOs) as well as multilateral and international organizations and regional bodies. This would require the development and agreement on common protection assessment tools. The measures of the programme in general are thus targeted to either strengthen or build mechanisms and systems, thereby narrowing existing gaps in the protection of and assistance to vulnerable migrants and notably VoT. Based on the problem analysis, the protection component addresses strengthening of cooperation and coordination of both government and non-governmental actors for the protection of VoT and vulnerable migrants at both regional level and at national level in selected countries. The logic of the protection component is that, if governmental and non-governmental stakeholders in the region agree on mechanisms and related procedures for identification, VoT and vulnerable migrants will be increasingly referred to appropriate points for specialized assistance and services. This will significantly contribute to those in need of care.

Bringing together state actors tasked with coordination of anti-trafficking and smuggling responses and those providing protection services (mainly international/multilateral organisations and CSOs) will strengthen the overall approach to protection and increase the availability and quality of relevant services to those in need in the region, such as VoT and vulnerable migrants, particularly women, pregnant women and children. Exchange in the region between relevant governmental and non-governmental stakeholders will increase the visibility of underlying protection issues and facilitate horizontal learning, peer pressure, coordination and cooperation. Due to the nature of the mixed migration flows in the region, the services that will be provided by BMM will be designed to provide suitable protection and specialised assistance to all vulnerable groups, starting with appropriate identification of their needs and referral to strengthened specialised services.

This component aims at strengthening inter-institutional responses, including with law enforcement (linkage to component 2) and social service providers for protection and specialised assistance to VoT at national level. Inter-institutional responses will strengthen the role and performance of anti-trafficking bodies (taskforces or committees) comprising different sector ministries (linkage to component 1), international and civil society organisations and will be linked to multilateral and

international organisations active in the field of protection and assistance. Increasing opportunities for assisted voluntary return and particularly its reintegration elements for those that find themselves in a protracted migration situation or in detention in the region contributes to the range of protection services available.

Thus, the main aim of the protection component is to support and strengthen coordination between governmental and non-governmental actors, starting at the national level, and strengthening and establishing mechanisms and specific approaches for the protection of and specialised assistance for vulnerable migrants, amongst them female, male and child victims of trafficking. Taking into account specific vulnerabilities, particularly related to sexual violence, special attention will be paid to women and children. As a whole, the component also seeks to contribute to an improvement in the upholding of human rights of migrants in the region, irrespective of their migratory status.

Regional exchanges between anti-trafficking bodies, including CSOs, and between INGOs and CSOs, will create opportunities for dialogue, discussions on lessons learnt and good practices, thus creating peer learning and advancing the protection agenda in the region. Discussions on protection needs and adequate responses will furthermore lead to the formulation of common points of action and recommendations for regional consultative fora or bodies, thus reinforcing synergies with activities under component 1.

Strengthening exchanges on protection issues at the regional level will put the protection of vulnerable migrants and VoT on the regional policy agenda. The various regional mechanisms and bodies should, however, also work towards translating targeted recommendations into concrete actions. The programme will need to foster advocacy of those protection mechanisms for vulnerable migrants and VoT in general, and their translation into action, in particular.

Protection mechanisms for identification and referral will be strengthened or established, with a particular emphasis on inter-institutionally agreed SOPs, including for first responders and non-governmental service providers. Strengthening the quality and range of specialized services available, including mobile outreach teams in hotspots, should ensure access to protection and assistance for those identified. The importance of the protection of VoT and vulnerable migrants will further be supported by an increased engagement of selected national human rights institutions/bodies for migrants' rights. Increased cooperation and coordination of the different actors involved, including greater accessibility of available services through a mapping of services, will ensure that an increased number of VoT and vulnerable migrants, particularly women and children, receive the medical, legal, psychosocial assistance, shelter and related child protection services (e.g. family tracing, BID) they require to ensure protection and safety.

Result R 3.1.: Regional cooperation and coordination on protection of vulnerable migrants has increased
Indicators **RI 3.1.1:** Number of regional meetings in which existing (inter)regional consultative mechanisms/ bodies develop recommendations on protection issues **RI 3.1.2:** Exchanges between National Anti-Trafficking bodies document lessons learned and/or good practices on protection of VoT **RI 3.1.3:** Number of joint meetings of INGOs/CSOs in the region to exchange on good practices for the protection of vulnerable migrants
Key Activities Provision of advisory services/lobby for the integration of protection issues in regional consultative mechanisms/ bodies on protection; organisation of regional exchange meetings for national anti-

trafficking bodies, including participation of selected CSO representatives; organisation of exchange meetings for INGOs/CSOs at regional level

Regional exchanges can facilitate the advancement of the protection agenda and requires special attention. The protection of vulnerable migrants and VoT, including women and children, as well as where possible refugees and asylum seekers should thus be integrated into existing regional consultative mechanisms and bodies in order to facilitate dialogue and ultimately coordination on protection, which has been highlighted as a key challenge by countries in the region. Ultimately, an increase in regional cooperation on protection will improve cooperation and coordination and thus increase the number of persons identified and assisted.

Exchanges on lessons learnt and good practices between the relatively new Anti-Trafficking bodies (Taskforces and Committees) will foster mutual learning and strengthen and advance their responses, By including CSOs in these exchanges, dialogue and coordination on identification and service provision, as joint areas of interventions of government and CSOs, will be strengthened. CSOs in the region need capacity building, particularly when regards to distinguishing between TiP and SoM and providing protection to VoT. There areas will be strengthened through networking and exchanges on good practices with INGOs active in the region. Linkages and cooperation between INGOs and CSOs for specialised assistance and observance of human rights will be furthered. Potentially this might also lead to the creation of a regional network of specialised INGOs/CSOs on protection of VoT and vulnerable migrants.

National inter-institutional anti-trafficking bodies, including those tasked with the protection of vulnerable children on the move, will be given possibilities to exchange lessons learned and learn from good practices for protection, together with CSOs active in the field at regional level. This will facilitate horizontal learning or positive peer pressure and ultimately contribute to increased coordination and cooperation of the different governmental and non-governmental actors on protection of VoT and vulnerable migrants in the region. As capacity of CSOs in the region for effective identification, protection and assistance to VoT and vulnerable migrants is still very limited, cooperation and exchange of CSOs with relevant international/multilateral organisations on good practices will build capacities and enable CSOs to follow international standards.

Result R 3.2: Mechanisms for identification and referral of VoT, refugees and vulnerable smuggled migrants are strengthened in the region

Indicators
RI 3.2.1: Number of national SOPs on identification and/or referral of VoT and vulnerable migrants developed and agreed to in an inter-institutional approach
RI 3.2.2: Mapping of available government and non-governmental services (protection and assistance) for referral of victims of trafficking (VoT), children and vulnerable migrants
RI 3.2.3: Number of training measures on identification and related tools for relevant actors/ organisations (including diaspora/community organisations)

Key Activities
Mapping of services and assistance and review, directory (including update of existing mappings); Development of standard operating procedures (SOPs) through inter-institutional dialogue at country level (technical advice, follow up etc. – national and/or regional level), meetings/workshops to discuss and develop SOPs and tools, working groups for the development of parts of SOPs and tools, ensuring gender focus, including identification of women and men as VoT for forced labour and specialized psychosocial services for men and women, printing and disseminating SOPs and tools; Capacity development on SOPs and tools through training concept/manual (including difference of SOM and TIP), trainings of trainers, training measures for (targeted partner institutions under C2, service providers, CSOs, diaspora/ community organisations) on procedures detailed in SOPs and

tools, integrating SOPs into police and social worker inception training (at respective institutes/police school)/ labour attaches

Identification of VoT and vulnerable smuggled migrants, as well as refugees and asylum seekers, amongst mixed migration flows and en route is the first step to granting them appropriate assistance. Throughout the countries in the HoA region, identification of VoT and referral is very limited. Mechanisms, such as national referral mechanisms (NRM) are largely absent. National SOPs on identification and referral in selected countries, agreed with and between various institutions and organisations, are considered as one of the main steps towards NRMs.

Capacity building on agreed tools will be undertaken through training in order to ensure the sustainability of the capacity building with national systems. Integration of training content into inception training for the police and immigration authorities and social workers will also strengthen sustainability.

Mapping exercises of existing services enabling quick and direct referral to appropriate points of service provision will take into account the quality of services that exist and also assess existing mappings or directories of contacts, in order to build on existing efforts. As these mappings are relevant for all BMM countries and can identify important gaps, they will be supported at national level in all 8 key BMM countries in the region.

Result R 3.3: The availability of appropriate facilities providing specialized services to VoT and vulnerable migrants is increased in accordance with applicable international human rights standards

Indicators
RI 3.3.1: Number of safe houses for the protection of VoT, especially for women
RI 3.3.2: Number of new one-stop and/or mobile protection facilities for referral and basic services
RI 3.3.3: Increase in range of services provided to vulnerable migrants in existing IOM -supported MRCs (e.g. screening, legal assistance, psychosocial counselling, medical assistance)
RI 3.3.4: Number of specialized training measures for staff of protection facilities/social workers/CSO/diaspora organisations in the region

Key Activities
Advise government and stakeholders on location and requirements on safe houses for the protection of VoT, particularly women, lobby for government contributions in the form of plots/buildings, furnish safe houses, establish security measures according to human rights standards including gender and age relevant consideration (women/ men/ children), secure and train multidisciplinary service staff in the safe house, establish management procedures and work plan in the safe houses, lobby governments for allocation of budget /secure running costs of the safe houses

One-stop centres/mobile teams: assessment of needs for new one stop centres and/or mobile teams, advocate/negotiate with governments/stakeholders, assess and ensure linkage to existing services/facilities, identify pilot locations, secure plot/house/means of transport for mobile teams, furnish and equip facilities, secure and train multidisciplinary service staff, establish management procedures and work plan for outreach activities, lobby for budget allocation/secure running costs, promote and disseminate information (inclusion in SOPs) on newly available services, needs assessment in existing MRCs on range and quality of services in selected locations with IOM, establish additional procedures of assistance, secure and train staff for additional needs

Capacity development: training needs assessment for different service providers; develop training concepts based on needs, training measures for different service providers

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Strengthening identification and referral mechanisms as a first step requires the existence of appropriate facilities and availability of specialised assistance for VoT and vulnerable migrants. Quality

and quantity of existing facilities and services need to be assessed and further strengthened, such as existing MRCs supported by IOM and the range of specialised services they offer. Additionally, assistance to VoT and vulnerable migrants on the move in hotspots needs strengthening through the establishment of mobile protection and assistance services. Safe spaces for protection of and specialised assistance to VoT in the countries in the Horn of Africa are almost non-existent and thus highly required. Due to the limited intervention period of the BMM programme and the difficulty to ensure financial sustainability, only two safe houses according to international human rights standards will be established in two countries (Kenya and Ethiopia). The establishment of safe houses requires safe locations, appropriate furniture and infrastructure, as well as the establishment of management procedures for proper assistance and appropriate handling of cases within the safe houses, which should serve as safe spaces and open facilities for VoT.

Additionally, psycho-social assistance for female and male VoT, lacking throughout the region as specialised assistance, will be established and/ or strengthened in selected locations. Strengthening existing facilities, such as MRCs and their range of services (e.g. through additional legal assistance and specialised psychosocial services for women and also men) requires additional capacity development of staff in and around those facilities, and the establishment of related procedures for flexible handling of cases. Ensuring trained staff and infrastructure means for mobile interventions, through outreach teams for hotspots, will enable direct assistance for VoT and vulnerable migrants. An initial assessment will ensure these will cover those areas with high need and low or no coverage of services. Related training material will be developed and handed over to the relevant facilities and actors for further use.

Result R 3.4: Unaccompanied and/or separated minors (UASM) receive specialized protection according to identified needs and in accordance with international human rights standards

Indicators
RI 3.4.1: Number of meetings on comprehensive child protection service models at regional level
RI 3.4.2: Multidisciplinary child protection teams adapted in appropriate facilities in 2 other countries
RI 3.4.3: Number of inter-institutional training measures on best interest determination, child protection/ SOPs (e.g. family tracing/reunification)

Key Activities
Regional meetings: map relevant child protection providers in the relevant countries, facilitate dialogue among child protection service providers (UNICEF and UNHCR to present regional child protection approaches), organise / hold regional exchange meetings for identified stakeholders, provide facilitation for meetings;

Multi-disciplinary child protection teams: identify relevant locations for child protection in the region based on needs and lack of services (with relevant stakeholders), facilitate dialogue on needs for child protection and promote best practice approaches, establish new/expand existing facilities for multidisciplinary child protection teams, furnish/further equip facilities, establish security measures according to human rights standards, secure and train multidisciplinary service staff in child protection, develop and adapt tools for Identification/protection/ Best Interest Determination (BID) procedures, establish management procedures and work plan in facilities, lobby for government allocations/ secure running costs of child protection services

Capacity Development: assess training needs, develop training concepts and manuals on child protection, training of trainers, conduct training, evaluate training, institutionalize training concept in curricula of selected relevant institutions (police, social workers, law enforcement etc.)

UASMCs require specialised assistance. UNICEF has established one-stop facilities with specialised assistance and child-friendly spaces for identification, family tracing and BID in Sudan, a model to be

learned from. Equally, UNHCR has gained important lessons from implementing a regional project to address the risks children face in several locations and IOM has long-standing experience in working to support unaccompanied migrant children, including through EU-funded programming in the region. As other countries in the region do not yet possess specialised child protection measures for UASMCs, possibilities for exchange on comprehensive protection service models are required in the region. Adaptation of multidisciplinary child protection and services approaches in two additional countries in the region (Ethiopia and also Djibouti as a country with high incidence) will increase appropriate protection for UASMCs in the region.

Regional exchanges on specialised multidisciplinary protection mechanisms in the region will be facilitated through meetings of relevant service providers, government institutions tasked with child protection, police and law enforcement representatives from various countries in the region and INGOs at regional level. A further assessment of the suitability (location, range of services etc.) will provide a starting point to the adaptation of existing protection schemes. Dialogue with the relevant actors in the countries will be paramount to ensure Government buy-in. Staff to be employed in those facilities will be trained in comprehensive approaches, and appropriate locations and infrastructure, as well as secure and appropriate management procedures, will ensure effective service delivery.

Result R 3.5: Opportunities for voluntary return and reintegration are enhanced in the region, in full respect of applicable international standards and the *non-refoulement* principle
Indicators **RI 3.5.1:** Number of (potential) VoT assisted with opportunities for return and reintegration (AVRR) according to global reintegration standards **RI 3.5.2:** Number of stranded migrants assisted with voluntary return and reintegration from detention
Key Activities Assisted voluntary return and reintegration: promotion of standard identification forms for VoT, guidance notes and consent forms for programme purposes (to be drawn from IOM's global AVRR program) , elaboration of eligibility criteria for support based on vulnerability, develop outreach strategy and information material on program (leaflet, social media), print leaflet and disseminate amongst key stakeholders and vulnerable migrants, define ceiling for reintegration support in complementarity with existing support mechanisms, identify partners for reintegration of VoT (using existing IOM referral mechanisms as well as newly established processes under BMM) and consolidate information in SOPs for referral of VoT under the programme, offices in host and receiving country (and transit country, as applicable, coordinate on logistics of return, including pre-departure counselling, transport and reception/ reinsertion), monitoring and evaluation of effectiveness of reintegration. AVRR for migrants in detention: establish baseline of migrants in need through IOM network of offices and partnering NGOs in close cooperation with International Committee of the Red Cross (ICRC)/ national federations, adoption of existing guidance note on return and reintegration from detention to set clear operational parameters (note: the program will support return services to migrants who have been detained for administrative offenses as defined by international law, not for criminal offenses), Reach out to migrants in detention while also consulting embassies and host country to 1) identify individual needs and vulnerabilities 2) establish intent to return and 3) confirm proper documentation or assist with verifying identity and obtaining travel documents, offices in host and receiving country (and transit country, as applicable) will coordinate logistics of return, including pre-departure counselling, transport and reception/ reinsertion with emphasis on reintegration, monitoring and evaluation of program process, documentation

Opportunities for voluntary return and reintegration, options for resettlement, access to asylum and long terms residence in the region are insufficient. Particular attention to reintegration is required, in

order to ensure effective integration of those returning. As currently irregular migrants – amongst them, in the absence of individualised identification procedures, also VoT and vulnerable migrants, including children – are often detained in the HoA region, AVRR should be increasingly offered to those in detention, particularly to vulnerable migrants. As AVRR opportunities are dependent on voluntary return with assistance, it will be offered by IOM throughout the region and not limited to specific countries.

Vulnerable migrants will be informed of the available AVRR opportunities through the dissemination of relevant information material. Support for reintegration measures will have to be further defined based on assessments and established ceilings. AVRR opportunities will furthermore be linked to the general SOPs supported by BMM in the countries (linkage to result 3.2). The return will be organised, following out-reach to establish the voluntary intent and the necessary administrative procedures based on international standards. The reception of the returnees by IOM personnel in the country of return will be organised, where reintegration will be further assisted. Relevant partners for reintegration measures in the countries will be identified and included in the process. Overall, close cooperation and communication with relevant government institutions will enable successful return and reintegration, which will be based on established international standards and the assessment of each individual case, in order to prevent *refoulement* or any other potentially dangerous situations for the individual. A monitoring system will be designed and implemented, particularly to monitor the specific results of the reintegration measures.

Result R 3.6: National Human Rights institutions and/or other relevant bodies promote migrant rights

Indicators
RI 3.6.1: Number of training measures on migrant rights conducted for staff of relevant bodies
RI 3.6.2: Number of reports or campaigns focusing on migrant rights and/or protection issues published/conducted in the region

Key Activities
Training measures/ capacity development: training needs assessments, liaise with target institutions, identify relevant staff, develop training materials and content, undertake and evaluate the training

Human rights report: identify and establish team of experts that will undertake the reporting, engage consultant that provides technical assistance to the team, assist the team in developing research tools to collect necessary information for the report (questionnaire, monitoring tools), collect relevant information from detention centres, produce/print reports with actionable recommendations to the relevant government and non-government actors, organize consultations to discuss the main findings of the report, publicize and disseminate

Human rights campaign: develop advocacy strategy focusing on migrants' human rights, organize sensitization fora with partners/ utilize existing forums or events to advocate for the human rights of migrants, develop key messages on migrants' human rights, engage important personalities to deliver message on the rights of migrants or aliens

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Increasing the visibility of migrants' rights in the region is required to advance the overall protection agenda, particularly for VoT and vulnerable migrants, recognising their international legal rights - complementary to the existing refugee protection regime. National human rights institutions or relevant bodies with a mandate to monitor human rights violations and provide information on particular situations are best placed to do so. Part of the envisaged result is also to strengthen the respective institutions with regard to migrants' rights and their capacity to offer advisory services for national government institutions (e.g. ministries).

Due to the limited scope of the BMM programme training for national human rights institutions/bodies on migrants' rights (based on a prior needs assessment) will only include a limited number of

countries. The institutions/bodies will be enabled to draw relevant reports with recommendations or campaigns highlighting migrants' rights and/or protection issues, which will not be limited to the respective countries but can also be regional.

3.3.4 COMPONENT 4: AWARENESS RAISING

Specific Objective SO 4.1: To raise awareness of alternative livelihood options including safe migration

Indicators

SOI 4.1: Number of people aware of their alternative livelihood options, including safe migration considered as valid alternatives to irregular migration

High levels of awareness about the dangers of irregular migration exist in the region. "Negative messaging" which mainly focusses on the dangers and prevention of irregular migration is not expected to significantly reduce the number of irregular migrants or improve the protection of migrants. Activities within this component will therefore focus on connecting the target group to alternative livelihood options, including safe migration, which is the greatest need, identified by the appraisal mission.

Due to budgetary constraints, component 4 will focus its interventions on selected target areas at the local level in chosen countries in the region. Based on field realities and the challenges of operating in Eritrea and Somalia, the focus will be on countries with existing, accessible programmes in support of livelihoods and migration awareness. Ethiopia, Sudan, Somaliland and Puntland – with very different operating contexts - provide opportunities to address poor and marginalised communities through partnerships with local and international organisations.

A tailor-made intervention strategy will be developed for each geographic target area, based on local needs. The objective will be to strengthen CSOs' capacities in awareness raising approaches that focus on alternative livelihood options, including safe migration, in order to ensure sustainability and a larger impact. New approaches involving the diaspora (in the Gulf States, South Africa and Europe) telling their migration story are currently being tested in the region (e.g. by UNHCR, funded by the EU, in the framework of their "Telling the Real Story"-project in Ethiopia and Sudan) and may be an interesting and innovative option for the action to consider, depending on whether it fits within each of the intervention strategies.

Finally, awareness of and access to alternative livelihood options, including safe migration for agreed target groups, will be improved, which in turn will contribute to reduced irregular migration. People reached by the programme in the agreed priority geographical areas will have more options from which to choose better lives for themselves (including the option – limited as it is unfortunately – of regular (i.e. safe and orderly) migration). The body of evidence produced through the CSOs engagement with the target communities, will also be used in the collaboration activity and shared with local, national and regional bodies, with a view to contribute to policy making that shape the livelihood options and life choices of migrants and refugees in the Khartoum Process member states. Eventually, in collaboration with the other components, this will contribute to better migration management in the Khartoum Process member states.

Result R 4.1: Priority geographical areas identified

Indicators

RI 4.1.1: Number of priority geographical areas in 3 countries for programme activities identified

Key Activities

> Regional analysis and mapping in order to identify – and agree with the Steering Committee - priority geographical areas (sending and transit communities) for Component 4 activity

The activity related to Result 4.1 is a regional assessment, i.e. a regional analysis and mapping in order to identify – and agree with the Steering Committee on - priority geographical areas (sending and transit/first asylum communities) and target groups for Component 4 activities.

This assessment, the conclusions of which will be agreed with the EU and BMZ, will focus on relatively small target areas which offer the most return on investment of funds. The action will choose locations where there are large numbers of people leaving, where there are already significant numbers of migrants in transit, as well as countries and communities of first asylum of refugees, in order to engage both host and transit communities in dialogue and discussion and improve understanding of the needs and concerns of both these groups.

This work is likely to begin in Ethiopia, with an emphasis on the Somali region where the potential migrant community is both settled and to be found in organised camps; and the Tigray region (especially the Shire area) where the majority of potential migrants (in terms of onward movements) are in formal refugee camps. This will provide an opportunity for cross-border programming and to target Somalia/ Somaliland/ Puntland as a second geographic area of action on awareness raising. However, costs and accessibility will have to be measured in this assessment to be able to determine the three geographic priority areas under BMM. The priorities of the Khartoum Process countries will also be taken into account as much as possible in the selection of the three geographic priority areas.

Result R 4.2: Intervention strategy defined for each priority geographical area
Indicators
RI 4.2.1: Number of intervention strategies developed for each priority geographical area with baseline
Key Activities
Within the agreed geographical areas (Result 4.1), the action will conduct analysis and mapping of target groups in order to select appropriate (including for example local legitimacy; reach into target communities etc.) local CSO partners who focus on migration issues. Based on learning from engagement with both host and transit communities, the action will develop greater understanding of the knowledge migrants have, how they access their information and what they know of their options and choices in the transit and host countries. On the basis of this information, a strategic communication strategy will be developed for specific communities to provide them with new information, facts and contact details of organisations who can provide support and assistance in transit and host countries.

The main activities of Result 4.2 are grouped around a targeted assessment: The component will map the target groups; the factors which influence the choices young people make; the means of influencing choices, such as traditional and social media usage; their needs in terms of information regarding livelihood options and migration, as well as alternative livelihoods options offered by organisations, local authorities or the private sector; services provided to migrants which can be accessed by the target groups, including information on regular and irregular migration. In addition it will identify potential CSO partners for the programme. CSO partners may be schools, universities, NGOs or other organisations which form part of civil society. The most cost effective and sustainable intervention on the subject of awareness raising, will be through community based CSOs that work with major sending communities, and to promote their capacity to share information and improve the life choices made by people within their reach. Moreover, integrating alternative livelihood options and information on migration into school curricula, is expect to be a high impact intervention, and will be explored, if considered suitable to the target groups by the CSOs.

Result R 4.3: CSO capacity and capability, and knowledge of migration issues, improved
Indicators
RI 4.3.1: Number of CSOs in 3 priority geographical areas with capacity development plans in place
Key Activities
Assessing and developing organisational capacity (including ability to plan, budget, manage etc.); improving advocacy and influencing capabilities; and enhancing knowledge about migration issues (including particularly counter trafficking and smuggling; human rights and international humanitarian law promotion; protection awareness etc.), as required.

The main activities will develop the capacities of CSOs in the targeted regions and enhance their advocacy and influencing capabilities; and their knowledge of migration issues (including particularly counter trafficking and smuggling; human rights and international humanitarian law promotion; protection awareness etc.), as required. It will improve their ability both to plan, implement and to manage their resources; and their effectiveness as advocacy and influencing partners.

Result R 4.4: Target groups are better informed about their livelihood options
Indicators
RI 4.4.1: Number of people knowing more about their alternative livelihood options including safe migration, measured at the beginning of the programme and annually during its life time
Key Activities
Working with and through the identified CSOs, raise awareness among youth and their communities on issues surrounding safe migration, including livelihood alternatives such as skills development, other economic opportunities etc.; and recreational opportunities.

The activities aim to enhance the knowledge of the target group about alternative livelihood options. This is to be achieved through building the capacities of CSOs to raise awareness about safe migration, skills development, economic and recreational opportunities, with the target group.

Potential activities which CSOs will use to engage with the target group and raise awareness on alternative livelihood options and irregular migration are: information campaigns, community conversations, mentorship programmes for students; social media, community workshops and sports tournaments. Training workshops for journalists to promote accurate reporting on migration and in particular on trafficking and smuggling, will most likely not be undertaken, as there is limited budget and accurate reporting on migration by journalists was not identified as a key gap/need.

Result R 4.5: Lessons and best practice are shared with relevant local, national and/or regional processes and fora
Indicators
RI 4.5.1: Number of events, publications and media coverage which reflect the experiences of the target groups and which are designed to influence the practice of others
Key Activities
Promote local level collaboration and learning that informs better migration management at local, national and regional level. (Link to the rest of BMM programme)

The main objective will be to foster through appropriate measures, and activities, local level collaboration and learning that informs better migration management at local, national and regional levels (link to rest of BMM programme). An independent third party monitoring agency will be selected to design the monitoring framework and implement it across the duration of the programme. The results should be monitored on a continuous / longitudinal basis to assess the extent to which the strategy is successful, to be able to respond to unpredictable events / shocks, to share experiences

(best practices and failures), to document the process to build into a learning agenda to inform future programming, and to demonstrate the results to the donor.

4 Design of the Action / Methodological Approach

4.1 Methods of implementation

BMM country technical advisers: To provide on-going technical assistance and to coordinate the different activities of the BMM Programme country advisors are needed. It is foreseen that at least one technical adviser will be assigned to each BMM partner country to manage the country programmes. The technical advisers will support the country in all BMM planning and programming processes and will oversee training events, manage procurement processes and also promote coordinated efforts in managing migration matters. In addition the country technical advisers will provide a critical independent link to the regional dimension of the BMM so that all targeted countries undertake common actions to promote further regional harmonisation in migration management.

Component 1 will facilitate bilateral (peer) exchanges between Khartoum Process member states (and Uganda) in the region (e.g. cross-border) on good practices and challenges in establishing national migration coordination mechanisms. This will be informed by national in-depth studies and analyses of the socio-economic impact of migration, looking at the effect of migration on the national economy, thus linking migration to poverty alleviation or reduction, livelihood opportunities and constraints, diaspora investment and remittances. The main instruments to be used for sensitization and training are workshops delivered by experts in the respective fields and twinning meetings and exchange visits between countries in the region. Policy makers of different relevant ministries will be trained to develop a country-specific agenda for a "whole-of-government approach", including by looking at how migration can be managed and benefit their country. These capacity enhancing activities will facilitate knowledge transfer and contribute to regional integration and harmonization. In some countries it might be beneficial to provide the chair of the national coordination mechanism with additional human resource support. The implementing agencies will provide technical expert advice through secondment, if feasible. However, this will be carefully assessed in terms of sustainability and ownership. The implementing agencies will further carry out assessments, in particular gap assessments on the respective legislation, as well as socio-economic impact assessments of migration, to inform political positions as well as policy development. If required, short-term support through regional or international experts will be provided to assist with thematic expertise (e.g. background papers) or methodological expertise (i.e. training).

Through national training the Action will make sure that the specificities of each country are taken into account: countries face different challenges related to migration (some are mainly countries of origin while others primarily transit countries) and are at different stages of migration policy development. At the same time the Action will ensure that the training and workshops will address the implementation of international and regional instruments, whenever applicable. The Action will further enhance regional integration through the organization of bilateral meetings, twinning, study tours and joint training activities.

Component 2 will comprise four areas that altogether seek to increase the capacity of migration management implementing agencies through training, supply of equipment and technical assistance. The following instruments and mechanisms will be used to achieve this outcome.

Specific in-country context analysis and needs assessments: The aim of utilising these instruments will be to identify the country's needs and also set high impact priorities for BMM interventions in

specific countries. These measures will identify political, socio-cultural dynamics affecting migration, migrant smuggling and human trafficking; capacity needs, IT and other equipment and infrastructure needs. It will involve desk reviews plus high level consultative/ decision meetings with governments and development partners. All country stakeholders in migration management and efforts to combat human trafficking and migrant smuggling will be involved. These stakeholders will include relevant national ministries as well as their respective agencies, operational sub-structures (i.e. immigration departments, investigations unit, human rights commissions, refugee commissions, directors of public prosecution, police forces – criminal investigation departments), EAPCCO, Interpol, NGOs, UNODC, UNHCR, UNICEF, UNFPA, IOM, CBOs and lawyer associations, member states bilateral agencies. Component 2 has a strong link to component 1 as it supports the implementation of the comprehensive policies and legislation. Collaborating with government actors who are tasked with implementing these policies, such as border officials and the police, will be key. The application of a multi-stakeholder approach allows for the BMM to address the issue of migration, human trafficking and migrant smuggling in a holistic manner.

BMM training teams from Africa and EU Countries: It is foreseen that under component 2 a standing team of experienced professional trainers in migration management to be available to undertake robust training of all targeted implementing partners. These experts will have multiple skills in security, immigration and policing, border security management, law, IT, psychosocial support and counselling, media and communication and other relevant areas. At least two training teams with 5 trainers in each team are recommended to cover the BMM Horn of Africa countries over the 3 year period. IOM and UNODC as specialised technical agencies and in view of on-going work on the subject include their specific expertise in the training teams and ensure harmonisation of training content and to expand access to high-grade training personnel to Horn of Africa countries. Lastly, Interpol and EAPCCO will be key partners in training processes.

Component 3 aims to improve the identification, assistance and protection of VoT and vulnerable migrants, especially women and children, in the Horn of Africa, and will use the following instruments to achieve this objective:

Technical advice and support to (inter-institutional) coordination, cooperation, networking, development of mechanisms and tools to address protection needs; facilitation of regional and national and organizations active in the field of protection.

Training/capacity development for inter-institutional bodies on identification on basis of developed tools of VoT. Capacity development on referral and on direct service provision and protection for VoT, children and vulnerable migrants. Training of trainers on child protection mechanisms and mainstreaming trainings into curricula of institutions.

Financial support and/or procurement: for establishing and strengthening facilities like safe houses for the protection of VoT, Migration Response Centres (MRC) and child specific units and/or mobile teams. Local subsidies for CSOs and/or communities for the improvement of direct service provision. Financial support to AVRR mechanisms and thus to the return and reintegration of VoT and vulnerable migrants in the region.

The regional approach based on country-specific needs within the protection component is sustained mainly through the facilitation of exchanges on good practices and lessons learned, supporting dialogue of governmental and non-governmental actors on protection issues of vulnerable migrants in the region. The latter mirrors the overall approach of strengthening inter-institutional cooperation and coordination and the linkage of government and CSOs/INGOs at national level.

The means required to implement component 3 include workshops (national level), exchange meetings (regional level), technical input by advisory staff, coordination with different partners and

actors, where feasibly and appropriate supplements of salaries to staff of facilities, training materials, working group meetings, advocacy, procurement (furniture, technical and security equipment etc.), securing infrastructure, rental payments and development, design, printing of information material and limited direct assistance to identified vulnerable migrants.

Component 4 strives to raise awareness of alternative livelihood options including safe migration. It aims to do so in order to expose and address the underlying reasons for mixed migration. It will focus on key target groups to allow for a multiplier effect: youth (in countries of origin, transit and first asylum), their local communities and civil society organizations that will ensure sustainability and scalability of efforts.

The following five step process and its accompanying instruments will be pursued (1) overarching assessment to determine the priority geographical areas for intervention. Once these geographical priority areas have been identified, a period will follow of (2) targeted assessments in each agreed location consisting of community level surveys and focus group discussions to understand more about the local context; and how diverse groups within the community are responding to the migration challenge. Based on evidence from other programmes, the approach is to (3) enable local civil society by identifying a small group of partner organisations in each priority area and to focus on the development of their organisational capacities. Once developed, these capacities can then be used for (4) community engagement to implement awareness raising interventions about migration and locally available livelihood options. The sustainability of the intervention will rest on the degree to which community groups and organisations are helped to become self-sustaining through (5) collaboration and the quality and effectiveness of the relationships developed between the community groups and the local, national and regional institutions to which they relate.

Showcasing information on online websites, Facebook pages, and Twitter accounts will not suffice to make youth active users of the information. Increasingly, new methods to engage with youth are being used in the region and there is also still potential to increase and improve social media use in this context. Two recent initiatives, UNICEF's digital reporting internship in Somalia and "Telling the Real Story" UNHCR (EU funded) project can be showcased at the cross section of innovation, migration/displacement and youth-based interventions. Tapping into such initiatives to raise awareness of migration and livelihood alternatives will be a priority of this component's work.

A cornerstone of testing a new approach on alternative messaging will be the capacity to build in a component intrinsic monitoring framework from the onset of the activities, and longitudinally, across the 3-years of the BMM programme. Key to this will be the inclusion of research institution(s) to conduct (nationally or regionally): A mapping of key target groups, including CSOs, a knowledge, attitude and practice (KAP) survey. The KAP survey consists of the following: at the start, baseline with youth and labour market actors – year 0); a longitudinal, community-based monitoring system (throughout, years 1-3) via an SMS-based survey of key participants of the community conversations (throughout, years 1-3) and lessons learning from the innovation competition, and a final assessment (at the end of the programme – year 3). The means through which this will be implemented will be the contracting of an independent third party monitoring agency.

4.2 Main Stakeholders, Target Beneficiaries

4.2.1 STAKEHOLDERS

Khartoum Process member states: The Khartoum Process member states identified several needs in their first Steering Committee Meeting. The member states who are part of the Steering Committee will be contributing to the realisation of the objectives of the Action, by being fully involved in the decision making processes at the highest levels. EU member states are participants in the Khartoum

Process; France, Germany, Italy, UK, Malta along with the EU and the African Union Commission (AUC) are members of the Steering Committee and are therefore considered to be key actors in this Action.

African Union Horn of Africa Initiative (HoAI): The African Union Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants (AU-HoAI) was formally launched through the signing of the Khartoum Declaration on 16 October 2014 and held its second ministerial meeting in Sharm el Sheikh, Egypt in June 2016. The core countries of the initiative are Egypt, Eritrea, Ethiopia and Sudan. The neighbouring countries Djibouti, Kenya, Somalia and South Sudan are also taking part in the initiative. The AU-HoAI provides a forum for its members and aims at improved cooperation on migration management in the Horn of Africa and to address the challenges of human trafficking and irregular migration. It supports the implementation of the Ouagadougou Action Plan to Combat Trafficking in Human Beings and the Migration Policy Framework for Africa. The initiative's secretariat is run by the African Union Commission IOM and UNHCR. As the AUC is part of the BMM Steering Committee, close alignment between the BMM activities and the goals of the HoAI will be systematically sought.

IGAD: IGAD's Regional Consultative Process aims to facilitate dialogue and regional cooperation on migration management, by creating a platform through which information is exchanged, best practise are shared and solutions to common challenges are pursued. National consultative mechanisms are currently being established by all IGAD member states, and a migration action plan 2015 – 2020 has been developed. It will be important to work closely with IGAD in delivering the programme, ensuring a coherent regional approach to migration, creating positive synergies and avoid duplication between BMM and IGAD's initiatives, which will ultimately increase the intended impact.

National coordination mechanisms of IGAD member states: The national coordination mechanisms (NCMs) will serve as permanent national platforms for migration governance and are considered essential to achieving component 1's objective. These inter-ministerial coordination mechanisms will accommodate existing and newly established national taskforces on specific migration related issues (such as trafficking in persons) and will take a central role in operationalising governmental decisions, and feeding these decisions into the actions of other stakeholders.

Government departments and ministries of BMM partner countries: Due to its cross-cutting nature and diverse sectoral aspects, as well as the complexity of migration, no single national authority deals with migration exclusively. Ministries of internal affairs, immigration, foreign affairs, health, gender, labour and social affairs, justice and constitutional affairs, early warning and disaster management, environmental agencies, national human rights institutions, ministry of information or communications, financial institutions and other authorities have mandates which are related to migration in one way or the other. In some countries, the office of the president or prime minister may also deal with migration- or diaspora affairs. The core functions of such mandated institutions may include aspects of addressing and eliminating displacement such as trafficking in human beings and smuggling of persons, the promotion of safe, legal and voluntary mobility, labour migration of citizens and protection and assistance for VoT, refugees and IDPs.

The BMM countries have established multi-institutional Taskforces or Committees, in particular focussing on human trafficking and migrant smuggling. These consist of representatives of relevant sector ministries, usually including the Ministry of Justice, Interior, Health, Education, Labour and Social Services and others. These National Taskforces or Committees (and their sub-national structures) will overall serve as the main entry points and political counterparts for BMM, as they are mandated to coordinate anti-trafficking efforts at national and sub-national level. Additionally, some countries have additionally established committees to combat and prevent child trafficking, i.e. Sudan, or have tasked specific departments to do so, such as the Department of Child Services (DCS) in Kenya. The BMM protection component will closely coordinate and partner with those bodies, further

elaborating and coordinating the national response, the overall strategy and respective national action plans to combat trafficking in human beings and, where the distinction is made explicitly, additionally with those bodies fighting child trafficking. As interventions in the area of mechanisms for identification and referral and specialized assistance and services are foreseen to varying extent in Ethiopia, Kenya, Djibouti, Somalia, Sudan, Uganda (and South Sudan for training), bodies in those countries at national and sub-national level will be key partners for BMM. However, as BMM will also strengthen the exchange of anti-trafficking bodies in the region overall, and undertake national mappings of available specialized services for VoT and vulnerable migrants, the relevant bodies of all BMM countries will also be included.

Protection services and assistance to VoT and vulnerable migrants in most BMM countries are mainly provided by multilateral or international organizations or CSOs. Wherever direct service delivery is undertaken by governmental service providers, efforts will be made in particular in component 3, to establish close partnerships that ultimately empower the national structures to maintain the established or strengthened services and structures.

Multilateral/international organizations: The key international stakeholders of component 3 are IOM, UNICEF, UNODC, UNHCR and other strategically aligned UN organizations, such as ILO, and international non-governmental organizations such as the Danish Refugee Council (DRC). These will also be included in the cooperation and coordination efforts on identification and referral, the regional exchange between INGOs and NGOs, as well as direct service delivery with the national governments, thus mainly with the anti-trafficking (and child-protection) bodies mentioned above.

CSOs and diaspora community organizations: As one of the main aims of component 3 is to facilitate coordination and cooperation of national governments, specifically the anti-trafficking bodies (including child protection bodies), CSOs active in identification, protection and service provision, as well as diaspora community organizations, will be close partners in all interventions. Examples of these partners include AGAR, DICAC and CCRDA in Ethiopia, SEEMA and the Ethiopian and Eritrean diaspora community organizations in Sudan, HAART, the Cradle, CDTD, Heshima and the Refugee Consortium in Kenya.

National human rights institutions: Training will be provided to national human rights institutions or relevant bodies in Ethiopia, Egypt[18], Kenya and Uganda. However, recommendations or campaigns are foreseen to cover the entire HoA region. Thus, partnership might extend to other bodies active in the region.

Stakeholders for component 4 are the host communities, transit/migrant communities by country grouping, UN agencies, NGOs/CSOs, local government, national government and regional bodies. Stakeholder analysis and mapping will be undertaken for each location in which the programme will work. It is recognized that each location will be different and as such will require a tailored approach. The assessments to be undertaken will cover national and local priorities and development plans and will inform the selection of the target areas. Furthermore, results and lessons learnt during the life time of the programme will be fed into national and regional coordination mechanisms so that the partner countries can also learn from the activities and upscale them, wherever possible.

4.2.2 TARGET BENEFICIARIES

Policy harmonization and the whole of government approach fit well with the on-going processes of migration governance, not only at national level, but also at regional and continental level. The primary target group is the member states of the Khartoum Process, and within these states national migration

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18 Egypt will only be included in this result in the context of regional exchanges of good practices.

and anti-trafficking taskforces and coordination mechanisms. IGAD and the AU will also benefit from BMM's interventions, as they plan to work on similar priority areas. Direct beneficiaries will be national governments, national parliaments, national coordination mechanisms (NCMs), task forces, and ministries, law enforcement representatives, as well as the private sector and civil society. However, the ultimate indirect beneficiaries of BMM will be potential and actual smuggled migrants, victims of trafficking and other vulnerable groups such as children and women.

Primary (direct) target groups for component 2 are the front line practitioners from Government Institutions involved in cross-border and international cooperation on migration. BMM will provide advanced capacity building packages to Immigration departments, which will include the provision of training and equipment. In addition to enhanced capacity building in training and equipment for police managing migration cases (Border Police and CID Departments), BMM will also work with the EAPCCO and Interpol on improving capacities of the police forces in each country to coordinate with the two regional bodies. Investigators, prosecutors (including those working in designated units) and other members of the judicial sector, involved in the investigation and prosecution of human trafficking and migrant smuggling cases, will be supported in operationalizing the laws on TiP and SoM. The package for this sector may also include short term experts, legal technical advisers, advanced training, provision of IT equipment and vehicles for prosecutors at key borders. BMM will also provide equipment to operational ministries. The specialised units in the labour ministries that work on migrant labour and the diaspora will be supported with modest IT equipment to develop their labour migration databases (with strong links to efforts under component 1). Advanced training on combating human trafficking and migrant smuggling will be undertaken for all officials managing this aspect of migration. In addition, BMM will promote health standards policy for shelters and Safe Facilities as well as protecting migrants with special health needs including pregnant women and those with HIV/AIDS, hepatitis, TB and other diseases.

Direct beneficiaries are victims of trafficking in human beings (VoT) and vulnerable migrants, particularly women and children in the countries of the region. Irregular migrants are generally highly vulnerable to falling victim of trafficking in human beings or other human rights violations during a smuggling operation. Pregnant women on the move are particularly vulnerable as they have specific medical and protection needs. Men, however, are also increasingly vulnerable to trafficking for forced labour, labour exploitation in general and abuse, including sexual abuse. Specific and reliable data on trafficking in human beings in the region is scarcely available, but UNHCR estimates that between 2009 and 2013 up to 30.000 people were trafficked from, into and through the East and Horn of Africa, with slightly more men than women being affected.[19] A gender assessment of the programme will seek to provide further information on the gender dimensions of these phenomena. VoT and vulnerable migrants will benefit from improved identification procedures and corresponding referral for protection and specialized assistance according to their identified needs. A very large number of the VoT are estimated to be Eritreans, but Ethiopians, Somalis and Sudanese are as well affected. Returnee migrant workers, particularly those returned back from the Middle East might include VoT, highlighting the need for identification, especially in mass return operations/deportations. Women and children have often undergone severe forms of (sexual) violence and traumatic experiences and thus are in particular need of protection and safe spaces. Additionally, in the East and Horn of Africa a high number of men are estimated to fall victim of trafficking, mainly for the purpose of forced labour. The specific needs of male VoT will be addressed throughout the measure, e.g. by including specific psychosocial offers for men.

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[19] UNHCR 2015: Smuggling and Trafficking from the East and Horn of Africa. Progress Report, page 2.

BMM will liaise closely with ILO, the UNHCR, UNICEF and others agencies that are not part of the BMM consortium to design and implement strategies for efforts to enhance the management of mixed migration movements. BMM will support Human Rights Commissions, or related bodies, including those from civil society, to train targeted beneficiaries in human rights standards. In view of their local knowledge and legitimacy, BMM will draw on the Human Rights Commissions as experts and support them in promoting legal migration and laws against human trafficking and migrant smuggling. In addition, BMM will enhance the capacity of the Commissions to coordinate all actions on migrant rights; ensure shelters meet acceptable human rights standards, and inspect detention facilities and safe facilities for migrants.

Beneficiaries of component 4 are potential migrants. Vulnerable communities as a whole will be addressed through linkages with poverty reduction measures, especially young people looking for a better life and livelihood opportunities. Migrants from and within the region are mainly young people (both male and female with differing majorities depending on the migration route (Northern, Eastern or Southern) who are looking for livelihood options abroad. Elders / parents will be addressed as well as they often lack awareness of what it means to send young people abroad and are not aware of the dangers or alternative livelihood options. Religious and community leaders who can serve as meaningful intermediaries will also be addressed.

Mobile populations, i.e. people already on the move, e.g. people in need of international protection (asylum seekers, refugees, IDPs) who might move onwards (secondary migration), economic migrants, and victims of trafficking are beneficiaries as well.

CSOs are the direct target group of component 4 as their capacities will be strengthened to raise awareness about livelihood options, including safe migration. Their capacities will be enhanced on issues related to age, gender, diversity mainstreaming, i.e. raising awareness of both men and women that they can be victims of trafficking or other forms of abuse during their migration experience, including gender-specificities in terms of risks. All activities will equally target men and women.

Unaccompanied and separated minors (UASM) on the move are not only at particular risk of abuse but in all countries in the region at high risk to fall victim to trafficking in human beings. Large numbers of UASMC are arriving e.g. from Eritrea in Sudan and in Ethiopia and Djibouti, where the number of children transiting and foreign street children has recently increased[20]. Due to their particular vulnerability and international human rights standards, unaccompanied and/or separated minors need specific protection to prevent their (re-)traumatization, (further) exploitation and thus require specialized assistance.

4.3   Risks and Assumptions

The programme will be facing a number of risks of differing risk levels. Each risk will have to be managed with suitable mitigating measures. Also, to appropriately plan the programme as a projection of future implementation, a number of meaningful assumptions had to be made which will have to be carefully monitored throughout the life time of the programme whether holding true or requiring adjustments of programme measures.

For a detailed analysis of risks, respective mitigation measures and assumptions please refer to the table in Annex 6.3.

4.4   Complementarity, Synergy and other relevant Actions

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[20] RMMS 2016: Country/Area Profile: Djibouti.

The BMM Programme is overall designed to build on existing national mechanisms and regional initiatives for increased impact and efficiency.

EU is funding several interrelated programmes in the HoA through multiple agencies including AU, IGAD, member states bilateral agencies and NGOs. It is crucial at the onset of the BMM to bring together on a common platform all these EU programmes so as to identify synergies, mobilise resources for gap filling in areas that BMM finds relevant but does not address. This will be done in close collaboration with the EU Delegations in each country and their established migration donor coordination platforms. This close coordination and collaboration within the EU programmes will enable added value and complementarity of resource use for maximum impact. It will address the multi-dimensional nature of migration management while keeping all EU partners aware of available expertise and resources in the HoA. Beyond the EU funded programmes, the BMM will link up with other major donor involved in migration and capacity building initiatives (e.g. World Bank, SDC, USAID).

It is envisioned that component 1 will be implemented jointly by GIZ, UNODC and IOM. Close collaboration at national and regional level between the three implementing partners will be a key success factor and should be formalised in terms of regular coordination meetings, formalised information sharing and joint planning as well as reporting. ILO is an enormously important actor in the area of labour migration, especially with regards to helping source governments to negotiate bilateral labour agreements. The very limited existence of legal ways to migrate increases the proliferation of irregular migration and TiP. Thus, ILO will be consulted and involved in discussions on a whole of government approach and comprehensive migration policies. Involvement and consultation with the UNHCR will be essential to ensure a comprehensive government approaches and policies, as well as to ensure complementarity with the African Union – Horn of Africa Initiative on trafficking in persons and smuggling of migrants and the Intergovernmental Authority on Development (IGAD) –Regional Consultative Process.

In the HoA, regional policy harmonization is led by the African Union and IGAD, supported by various donors and international organisations (including IOM, GIZ, UNODC, World Bank, Switzerland). The main regional processes are the IGAD Regional Consultative Process and Regional Migration Coordination Committee, which bring together all heads of immigration and heads of labour from IGAD member states. For the purpose of regional policy harmonization, the RMCC have passed the IGAD Regional Migration Policy Framework (RMPF) and Migration Action Plan, which provide strategic recommendations on various aspects of migration management while building the capacity of IGAD member states to develop national migration policies that address specific migration related challenges in a more comprehensive and holistic manner. Additionally, IGAD, supported by the EU Trust Fund, is drafting a Protocol on the Freedom of Movement and Transhumance, which contains provisions for the harmonisation of migration policies and laws and effective border management. It also calls for the harmonisation of labour laws and policies, including eventual mutual recognition of academic and professional qualifications. Currently all IGAD member states are in the process of establishing National Consultative Mechanisms. It will be important to work closely together with IGAD in implementing component 1, preventing duplication of efforts, while assuring alignment of regional policy consultation processes. Special arrangements will have to be made to include non-IGAD state members, in particular Eritrea, Egypt, Libya and Tunisia. The African Union Commission is the Co-Chair of the Steering Committee of the Khartoum Process and an observer on the BMM Steering Committee. As the only regional body that includes all Khartoum Process member states, it is an essential partner in this Action. Additionally, the African Union Commission currently provides secretarial support and technical support to the AU Horn of Africa Initiative on trafficking in persons and migrant smuggling. BMM activities planned under component 1 will take into account the thematic recommendations of the initiative. The activities under component 1 will furthermore be aligned with

the African Union Border Governance Strategy which is expected to be endorsed in a planned Ministerial conference early September 2016.

Component 2 can built on a number of bilateral initiatives in the field of police cooperation and reform programmes in the justice sector. Complementarity with these ongoing and long-term programmes will be key to the success of the BMM capacity building. A number of specialized courses are offered by international and European institutions in the field of immigration management, forensics, identification of forged documents etc. The BMM will establish contact with partners in this field and will develop a complementary approach for sustainable capacity development in the HoA region.

Component 3 will work with numerous governmental and non-governmental partners active in the field, mainly at national and sub-national level, particularly international organizations and CSOs and in an inter-institutional approach, with government. The underlying approach is to strengthen the linkage between relevant sectors and government and non-governmental service providers. Throughout implementation, a flexible and coordinated approach will be required in order to avoid overlap or duplication with other on-going protection initiatives. As such, a suitable mechanism for regular exchange and dialogue with the Regional Development and Protection Programmes (RDPPs) and similar multi-country initiatives should be established at the regional level. Interventions should be planned in line with existing regional strategies and multi-agency approaches, such as the UN Strategy to Address Human Trafficking in Sudan. Similarly, close coordination with the AU Horn of Africa Initiative and IGAD's consultative processes on migration will be valuable. Where relevant, synergies should be pursued with the Regional Mixed Migration Secretariat.

At national level, implementation will need to take place in close coordination with the national anti-trafficking taskforces or committees. The project will seek to build on national strategies together with ongoing measures by international organisations, while also fostering synergies with specialized civil society initiatives. The latter will include organisations such as AGAR in Ethiopia, HAART or the Cradle in Kenya and SEEMA in Sudan. Child-specific interventions should reinforce existing local initiatives, such as those by Innovative Humanitarian Solutions or the Danish Refugee Council in Ethiopia, and capitalize on lessons generated by UNICEF and UNHCR. Where existing, cooperation with national human rights bodies and offices of the Office of the High Commissioner for Human Rights are important as well. At local level, cooperation will entail collaboration with civil society and diaspora organisations, in order to build on their experiences and to identify suitable entry points that ensure relevance and complementarity. To this effect, actors in all BMM countries should also actively seek collaboration with diaspora organisations. Within BMM, close coordination between all components will be required. Good practices and lessons will be shared at regional level and require close coordination with relevant consultative bodies, regional organisations and component 1.

As a general principle all component 4 activities are to be harmonised and coordinated with relevant EU funded actions in the component 4 geographic priority areas (which will be defined in R.4.1). As component 4 will primarily work with CSOs in communities, a close collaboration will be sought with local and national governments and INGOs. This also applies to geographically overlapping EU funded interventions. Content wise, the EU funded UNHCR project "Telling the Real Story" shows the most significant potential overlap, even though, contrary to component 4, it only addresses the migratory route to Europe. The project follows a community-based approach to gather information that counters the narrative of smugglers and traffickers and helps Eritreans and Somalis make an informed decision about traveling to Europe. Therefore, component 4 can build on the project, disseminate the platform among the targeted communities and can refrain from launching an online awareness raising information campaign. The Regional Development and Protection Programmes (RDPPs) in the Horn of Africa focus on the protection of vulnerable migrants in mixed migration flows, strengthening capacities of local authorities and multi-stakeholder coordination platforms to cooperate in developing an integrated approach for refugees, host communities and mixed migration movements. Coordination

with RDPPs is necessary, where livelihood options are improved and durable solutions are promoted. In these cases component 4 will include RDPP results into awareness raising activities. Taking the Ethiopian RDPP in Shire, Afar and Somali as an example, the results from the planned action to improve livelihoods and employment opportunities for Eritrean and Somali refugees (in and out of camp) and their host communities can provide examples for livelihood options in component 4's awareness raising activities. In respect to regional dialogues and processes, the dissemination of best practices and lessons learnt from communities will inform both national coordination mechanisms and the IGAD Regional Consultative Process on Migration about key findings on awareness raising; thus being closely linked to component 1.

In Annex 6.6 a comprehensive table can be found, listing all other actions and dialogues the programme plans to cooperate with in one way or another, and analysing how these actions are complementary to BMM and how a linkage will be ensured.

4.5 Cross-cutting issues

Gender: Special attention in all four components is paid to the protection of children and female migrants and victims of trafficking and smuggling. These rights of these vulnerable groups, as per international standards and agreements, will be are promoted and emphasized in relevant training and policy making. Awareness raising campaigns will include vulnerable migrants as target groups, such as women and children, and will promote safe migration. An important aspect of the strengthening of CSOs will be gender-sensitivity in raising awareness of both men and women that they can be victims of trafficking or other forms of abuse during their migration experience, including gender-specificities in terms of risks. The interventions will cater for the establishment of specific individual needs and corresponding assistance through specialised services.

Protection: All components of the Action aim to ensure that migrants and victims of trafficking and smuggling are recognized and their rights are provided for in harmonized migration policies. Laws against human trafficking and smuggling and standards for the protection of migrants will be effectively implemented by government and non-government institutions. The awareness raising activities of BMM will also aid the protection of migrants - they will not only be aware of the dangers but also of ways to protect themselves and which rights and obligations they have in countries of transit and destination. Improved protection for all starts with appropriate identification establishing their specific needs, strengthening existing and/or establish relevant assistance and service provision facilities, so that vulnerable migrants can be referred and granted the necessary specialized assistance irrespective of their migration status. Specialized assistance overall goes well beyond basic assistance with water and food etc. and is thus stressed in particular within the component. Specific attention to child protection will be required: Unaccompanied and separated migrant children (UASMCs) are very vulnerable, including to be trafficked, and require specific protection, in line with the UN Convention on Rights of the Child. Child specific procedures and facilities are therefore included as a particular focus in component 3.

Do-no-harm[21]: All activities of the action will follow a strict conflict sensitive and do-no-harm approach. The programme allows for third party monitoring that will adhere to strict do no harm principles. The monitoring process will ensure that information is vetted. The monitoring process will also ensure that any protection concerns are flagged for follow-up and concerns over protection or rights are highlighted in the analysis. The context analysis accompanying the action will be the basis for all

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21 The "Do No Harm Principle" was developed by Mary B. Anderson and is a recognized international humanitarian principle that requires international humanitarian and development interventions to take into account the mutual influence and impact between the conflict and implementation of a project, with the goal to avoid any negative, conflict-aggravating impacts, and to strengthen positive, de-escalating and peace-promoting impacts.

activity planning of the programme. Conflict sensitivity is an integral part of BMM as conflict is one of the key drivers of migration in the region. BMM will aim to analyse the context it operates in and design activities appropriate to the specific context in each location – this necessitates understanding intergroup tensions including the "divisive" issues with a potential for conflict, and the "connecting" issues with the potential to mitigate conflict and strengthen social cohesion. More specifically BMM will endeavour at the onset to understand the interaction between its intervention and that context, and act upon that understanding, in order to avoid unintentionally feeding into further division, and to maximize the potential contribution to strengthen social cohesion and peace in targeted countries. BMM will not tolerate any actions that fuel conflict and will not support actions that bring economic distortions to countries. BMM will not involve itself in making available any instruments, equipment or any related goods that reinforce conflict in targeted countries. Under all circumstances BMM will work on the principles of respect, accountability, fairness and transparency as means to succour peace. In addition to its country based analysis and needs assessments, BMM will endeavour to understand the context of conflict in countries it is operating in. It will assess from the migration management perspective conflict actors, key driving issues and dynamics. To support BMM conflict sensitivity the programme will gain knowledge about connectors and dividers (issues and people) and involve local partners in identifying durable solutions for social cohesion. BMM will assess how its actions interact with the conflict context and identify the best ways to promote peace and not fuel conflict. Conflict analysis will support programme management decisions so that BMM supports peaceful relations in the target countries and communities.

Corruption: Measures to curb and to eradicate corruption are an integral part of the BMM programme. Corruption of state officials is undermining laws and regulations. There are several linkages between corruption and migration. Corruption in a society is a push factor for people to leave their country as it limits their chances to participate in the society and economy; at the same time corruption facilitates irregular migration when bribery is being used to produce false documents and permits from official bodies. However, large networks of human traffickers rely on corrupt officials in several countries as they can turn a blind eye on their operations or on employers of irregular migrants. For the same reasons corruption can also undermine the assistance to victims of trafficking and to irregular migrants.

The fight against corruption can therefore not be addressed as a stand-alone activity. In the framework of the BMM anti-corruption measures have to be addressed in all activities – be it training of officials or procurement goods and services to non-governmental organisations. Only this integrated approach allows the programme to address the problems of corruption systematically and to enable government partners to implement effective reforms.

A number of countries have national programmes to eradicate corruption. In addition some countries of the region have created government bodies which have special powers to investigate corruption in government structures. Both national and international NGOs are also addressing the problems created by corruption in the HoA countries. The BMM aims to liaise with existing institutions and campaigns to address the nexus between corruption and migration.

Within the planned trainings the BMM will address measure to eradicate corruption and to create transparency. Several implementation partners of the BMM have experience with anti-corruption and transparency programmes. Most notably the UNODC has a mandate to help its member countries to implement the United Nations Convention against Corruption (UNCAC) which covers public and private, domestic and international corruption. In cross border cooperation, integrated border management and a number of protection issues other legally binding instruments against various forms of organised crime will take effect.

Human rights. The human rights of migrants underpin all other migration topics. 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 and the elderly. Furthermore, the programme will respect international humanitarian and human rights laws including the principle of *non-refoulement*. International human rights and human-rights based approaches will be mainstreamed and applied throughout the interventions of BMM. Interventions and services related to the protection (including identification, referral and assistance) of vulnerable migrants will be designed and implemented in full respect of their human rights. Facilities providing protection and specialised assistance, such as the MRCs, child specific facilities or mobile outreach teams, will not discriminate against anybody and thus serve those with medical, psycho-social and legal assistance needs, irrespective of their migratory status. The facilities thus have the potential to assist those that have faced human rights-abuses, such as (sexual) violence, rape, torture or xenophobic attacks. In accordance with international human rights standards, those in need will be identified and assisted upon their consent and free will. This is particularly relevant with regard to safe houses as points for protection for VoT and the BMM will ensure through regular monitoring that those facilities supported will not be used for detention or *refoulement* by any actor.

Health Issues: The programme has taken into account the need to counter sexual exploitation of migrants and to address psycho-social needs. Through public dialogue and policy dialogue, the programme will address protection issues that relate to the vulnerability of migrants, more especially female migrants to sexual exploitation and abuse. It will promote a sensitive approach that respects the dignity and rights of migrants and victims of human trafficking that are suffering from HIV/AIDS. The programme will endeavour to support institutions and processes that support persons with HIV/AIDS and provide them with access to medical care and psychosocial. The programme will also support actors involved in providing medical care for other diseases such as sexually transmitted infections, TB and malaria.

Environment: The BMM programme follows the Do No Harm principle by ensuring that programme operations and activities do not in any way affect the environment and its eco systems. The programme will not support any activity that creates further vulnerability of its target beneficiaries to climate change. All planned activities are subject to risk analysis to ensure that they contribute to environmental sustainability. All equipment procured by the programme will meet the acceptable standards of promoting low carbon emissions.

4.6 Impact and Sustainability of the Action

4.6.1 IMPACT

Through this Action, the capacity of relevant institutions will be enhanced resulting in improved migration management. In particular it aims to prevent and address smuggling of migrants and trafficking in persons. However, given the magnitude and complexity of the issue at hand and in the targeted region, much of the impact of the BMM will depend on close collaboration and coordination with other regional actions, such as of regional and supra-national entities (IGAD, AU and EU) as well as national programmes. Furthermore, the sustainability of the policy harmonisation efforts will depend on the understanding and political commitment of the member states (e.g. in terms of allocation of annual budget to NCMs).

The harmonisation of national policies and the adoption of TiP and SoM legislation, which is based on the UNTOC and its protocols, will lead to cooperation and collaboration on the regional level, which will enhance the effective management of migration and ensure that the rights of migrants and victims of trafficking and smuggling are recognized.

Departing from the overall underlying approach of strengthening inter-institutional responses and linkages between Government and CSOs/INGOs, the effectiveness of the national systems for protection and related service delivery in the (selected) countries will improve. This will also make a contribution to the fact that migration management in the region and at national level overall includes and addresses protection needs of migrants, taking into account specific vulnerabilities. At a higher level a contribution is made to improved social service delivery for vulnerable persons in the countries in the HoA region. BMM will also contribute to successful reintegration of voluntary returnees and VoT.

Impact will be also achieved through strengthened capacities and capabilities of partner CSOs to work on migration-related issues; stronger engagement with target groups; and collaboration between community members on alternative livelihoods and migration. The impact will be measured through a longitudinal assessment process, third party M&E, and key assessment tools (CAT, KAP etc.)

4.6.2 SUSTAINABILITY

A working partnership with Partner States of the Khartoum process has been initiated from the onset of the programme. The original Action Fiche of the BMM is a result of consultations between the EU and Khartoum Process Partner Countries in Africa. The programme envisages the attainment of durable results and supportive solutions to promote good migration management and combat human trafficking and smuggling. It anchors its actions in government institutions, community management structures and regional networks sanctioned by inter-governmental regional organizations. The actions of BMM on both Migration in general and Human Trafficking and Smuggling are a contribution to the implementation of existing legislation and policies and regulations in Khartoum Process Partner States. The programme targets migration officials to encourage behaviour change that will enable them to practice better migration management practices that ensure their efficiency and protect migrants' rights. The programme also foresees the promotion of mainstreaming better migration management actions into the normal national budgetary processes of Khartoum Process Partner countries. The programme design and activities promote inclusivity of all officials and communities affected by migration dynamics as partners of the programme.

Institutional sustainability: BMM will focus on national institutional frameworks that are created in the framework of the IGAD Regional Migration Policy Framework which are essentially nationally owned, financed and mandated. Their existence does thus not depend on the BMM action. However, strengthening whole of government coordination mechanisms at national level will increase their effectiveness and long-term survival - helping them to evolve from an ad hoc response mechanism to a pro-active governance tool.

Policy level sustainability: As the normative component of the BMM, component 1 ensures certain sustainability (framework setting) for all other operational components: Policy sustainability is inherently linked to ratification or accession to international conventions. These processes show political will and legally binds countries to international obligations. The latter requires countries to develop policy frameworks which are, in principle, aligned with International Law. In reverse, the sustainability of policy and legislation lies in the implementation of the documents, which otherwise are not worth the paper they are written on. Thus, a close view on the linkages between the components will be key to sustainability.

Service level sustainability: Service delivery for improved and specialised assistance will be strengthened within component 3 and some modes of service delivery, e.g. mobile outreach, expanded. Longer term sustainability of these services, including the infrastructure, will thus have to be ensured to the extent possible through various ways: Firstly, IOM in most countries (exception Sudan) specifically involves Government in the running of MRCs, so that in the long run they are taken over and managed by the Government. Secondly, component 3 will advocate, jointly with the relevant

anti-trafficking bodies, for increased government allocation and ensure to the extent possible, from the onset, coverage of future running costs.

Generally, national inter-institutional anti-trafficking bodies will have the lead in drawing procedures and mechanisms for identification and referral, including relevant tools (SOPs). These will be agreed amongst the different stakeholders involved, meaning that the SOPs will be institutionalised between Government and non-governmental actors. International organisations will form part of the SOPs and follow the agreed SOPs.

Through component 4 the capacities of CSOs will be built to function as effective organisations, this will include: planning; networking; relationship building with communities and partner organisations; management of activities, including financial and staff management; budgeting; and fundraising. By empowering these CSOs and their engagement with communities, the sustainability of this action will be enhanced. As effective and well managed organisations, they will be able to raise funds to continue working on key issues of concern with communities, which may include reducing irregular migration and creating, or connecting communities to, alternative livelihood options. By promoting the development of self-driven and "owned" solutions though this action, the sustainability of creating better lives for communities, by communities, is expected to be strengthened.

5 Implementation and Management

5.1 Implementing Partners

The Delegate Body – GIZ

The **Deutsche Gesellschaft für Internationale Zusammenarbeit** (GIZ) GmbH is an international cooperation enterprise for sustainable development with worldwide operations. Owned by the Federal Republic of Germany, the organisation functions as a private-sector enterprise with a development-policy mandate: to improve people's living conditions on a sustainable basis. This status has two significant advantages: GIZ is able to offer competitive, needs and target-oriented services whilst government vouches for its integrity and reputability. In February 2008, GIZ was accredited by the European Commission (EC) as "Delegated Entity" and can thus be assigned to provide technical assistance financed by the EU in the framework of a Delegation Agreement.

The Implementing Partners

The **British Council** was founded to create a friendly knowledge and understanding between the people of the UK and the wider world.

The British Council works in more than 100 countries, connecting millions of people with the United Kingdom through programmes and services in the English language, the arts, education and society since 1934. The work of the British Council in society helps citizens and institutions contribute to a more inclusive, open and prosperous world and connects local issues to global themes, ranging from social action to diversity and youth issues. The British Council runs programmes in partnership with local and international organisations that provide expertise in areas such as youth and social entrepreneurship, equal opportunity and diversity, migration, social inclusion and engagement, and active citizenship. The British Council works with civil society organisations in a number of ways. To enhance their capacity to play a part in democratic processes in terms of lobbying and policy dialogue representing citizens' interests, to develop their capacity to deliver services either on behalf of government or others and to work for the benefit of under-represented or over-looked sections of society to promote community cohesion.

The British Council will be sub-contracted through a GIZ grant.

Civipol is the consulting and service company of the French Ministry of Interior. Founded in 2001, it provides services in the areas of expertise of the French Ministry of Interior, in particular in the fields of homeland security and civil protection.

Civipol enables foreign States and French companies to benefit from the know-how of the top experts of the French Police and Gendarmerie and the most renowned specialists in security issues. Civipol puts these expert skills at the disposal of its clients, to carry out auditing, consulting, technical support and training missions.

Civipol has led numerous and diverse programs of police cooperation around the world bringing together institutions on capacity building programs through training, seminars, study visits, exchange programs etc.

Civipol's privileged connections to all departments of the French Ministry of Interior, its scrupulous selection of experts and experience in the administrative, financial and technical management of international projects guarantee the professionalism and high quality of the services it provides.

Civipol will be sub-contracted through a GIZ grant.

The mission of **Expertise France** is in line with French co-operation, development aid, influence and economic diplomacy policies. The agency promotes French public expertise with a view to building public policies meeting the institutional, economic, demographic, social and environmental challenges of partner countries.

Expertise France supports administrations or any other actor taking part in the implementation of these policies, such as public institutions, Parliaments, civil society or the private sector, in order to:
- promote democratic, financial and economic governance;
- work towards a return to stability and respond to threats;
- meet the challenges of sustainable development and climate change;
- contribute to harmonious human development.

With a volume of activity worth 120 million euros, more than 300 projects implemented in 80 countries as well as 63,000 days of expertise delivered in 2015, Expertise France is the leading public agency of French international technical assistance.

Expertise France will be sub-contracted through a GIZ grant.

Established in 1951, the **International Organisation for Migration (IOM)** is the leading inter-governmental organization in the field of migration and works closely with governmental, intergovernmental and non-governmental partners. With 165 member states, a further 8 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all. It does so by providing services and advice to governments and migrants. IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need, including refugees and internally displaced people.

The IOM Constitution recognizes the link between migration and economic, social and cultural development, as well as to the right of freedom of movement.

IOM works in the four broad areas of migration management (a.) Migration and development, (b.) Facilitating migration, (c.) Regulating migration and (d.) Forced migration.

IOM activities that cut across these areas include the promotion of international migration law, policy debate and guidance, protection of migrants' rights, migration health and the gender dimension of migration.

IOM will be sub-contracted through a GIZ grant.

The Italian Ministry of Interior- Public Security Department

The Italian Ministry of the Interior is the administrative governmental body in charge for public order and security. The Ministry of the Interior is organized in five departments, one of them being the Department of Public Security (DPS). The DPS is headed by a Prefect with the role of Chief of the State Police, and is responsible for the implementation of public order and security policy, technical operational coordination of law enforcement agencies, guidance and coordination of the Italian National Police and all technical supporting departments of the Ministry. The Department of Public Security manages an extended network of Police liaison Officers and Experts deployed in several Countries around the World, representing one of the largest police liaison officer network in Europe. The DPS's prerogatives ensures the mobilization of institutional expertise at its highest level.

The activities of the Italian department of Public Security will be subcontracted through a GIZ grant or a special (or dedicated) agreement (tbd.).

The **United Nations Office on Drugs and Crime (UNODC)** is a global leader in the fight against illicit drugs, international crime and terrorism. Established in 1997 through a merger between the United Nations Drug Control Programme and the Centre for International Crime Prevention, UNODC is a specialised office within the UN Secretariat which operates in all regions of the world through an extensive network of field offices. UNODC reports to ECOSOC and the UN General Assembly and relies on voluntary contributions, mainly from Governments, for 90 per cent of its budget.

UNODC is mandated to assist Member States in their struggle against illicit drugs, crime and terrorism. In the Millennium Declaration, Member States also resolved to intensify efforts to fight transnational crime in all its dimensions, to redouble the efforts to implement the commitment to counter the world drug problem and to take concerted action against international terrorism.

The three pillars of the UNODC work programme are:
- Field-based technical cooperation projects to enhance the capacity of Member States to counteract illicit drugs, crime and terrorism, and to enhance international cooperation in this regard
- Research and analytical work to increase knowledge and understanding of drugs, crime and terrorism issues and expand the evidence base for policy and operational decisions
- Normative work to assist States in the ratification and implementation of the relevant international treaties, the development of domestic legislation and policy on drugs, crime and terrorism, and the provision of secretariat and substantive services to the treaty-based and governing bodies

In pursuing its objectives, UNODC makes every effort to integrate and mainstream a rule of law, human rights and gender perspective, particularly in its projects for the provision of alternative livelihoods, as well as those against human trafficking.

UNODC will be sub-contracted through a GIZ grant

5.2   Coordination

The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH will act as the "Coordinator" for the sub contracted entities, and will take up the responsibility, on behalf of the sub contracted entities for actions as described in the General Conditions, including the signing of the agreement with the European Commission and acting as the contact point for the European Commission for all issues related to the implementation of the action.

The consortium will operate on a basis of a trustful cooperation, building on a common understanding of the programme objectives and requirements as well as shared contributions and responsibilities building on complementary strengths and capacities of the involved implementing agencies. Efficient realisation of the Better Migration Management programme within the indicated timeframe (see below) will have high priority for all partners of the consortium.

Each of the consortium partners will appoint a central contact person (as well as a deputy) to assure a smooth and steady communication within the consortium.

5.3 Programme Governance (steering structure)

5.3.1 CONSTITUTION OF THE BMM STEERING COMMITTEE

The body being responsible for the political steering of BMM is the EUTF Operational Committee. The EUTF OP COMM mandates the BMM Steering Committee (BMM SC), chaired by the EU Commission (responsible for EUTF Horn of Africa Window). The task of the BMM SC is to guide and monitor the work of the implementing consortium and mobilize the necessary (political) buy-in and resources (as well as balance conflicting interests concerning BMM from different sides).

The BMM Steering Committee consists of all stakeholders being directly involved in the design and implementation of BMM and the immediate steering thereof. This includes the EU Commission as main financier and representatives from all member states, that are also part of the Khartoum Process Steering Committee: France, Germany (also co-financier of BMM), Italy, Malta and UK. The designated implementing partners are also part of the BMM Implementation Committee. Under the lead of GIZ this includes the British Council, Civipol, Expertise France, IOM, the Italian State Police and UNODC. With these two groups, the BMM Steering Committee encompasses two subsidiary levels of steering: the Member State Representation level with the task of strategic steering and the implementing level, with the task of operational steering. As these groups have their respective roles and responsibilities, members of the BMM Steering Committee cannot belong to several groups at the same time. Distinct roles and responsibilities for every party involved are assured. The BMM Steering

Committee may include permanent observers with invitation to the meetings and full access to information and documents of the BMM Steering Committee. The African Union Commission will be invited as a permanent observer.

The financiers, the European Commission and the German Federal Ministry for Economic Cooperation and Development define their joint understanding and the principles of their collaboration in form of a memorandum of understanding. As the main donor, the European Commission chairs the BMM Steering Committee. The chair defines and authorizes the agenda of the meetings. The implementing partners are confirmed by the BMM Steering Committee based on the appraisal during the inception phase. The BMM Steering Committee meets on a regular basis which during the time the programme is running will be every six months as a general rule. If necessary, additional meetings can be organized. The meetings of the BMM Steering Committee are organized by the implementing lead agency GIZ.

5.3.2 STRATEGIC STEERING LEVEL AND SPECIAL PROCEDURES

Steering on strategic level is assured by the EU Commission together with the Member State representatives from France, Germany, Italy, Malta and the UK. At the Member State Representation level the progress of BMM implementation will be reviewed on the basis of regular reporting from the implementing partners in view of targets, strategic options and milestones. If not defined otherwise, decisions on strategic level are taken unanimously.

The European Commission functions as the intermediary between the BMM Steering Committee and the EUTF Operational Committee. As chair, the European Commission establishes the official relationship with important strategic partners and initiatives such as the African Union, IGAD, and the Khartoum Process at a strategic and diplomatic level. The BMM Steering Committee is the recipient for regular BMM reporting and monitors achievement of objectives. The reports are approved by the European Commission, taking into account statements from the Member State Representation level of the BMM Steering Committee.

5.4 Programme Management

The lead agency signs the Delegation Agreement with the European Commission and concludes grant-contracts with the designated implementing partners. As the contractual party of the Delegated Agreement, the Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH shall be responsible for the performance of the obligations under this Agreement. GIZ will be the contact point for the European Commission, and the BMM Steering Committee as a whole for all issues related to the implementation of the action. The lead agency appoints a programme director, who also acts as contact point of the BMM. Each implementing partner takes full responsibility for the results of the actions attributed to it through the grant. The implementing partners operate on a basis of the implementation principles, a trustful cooperation, building on a common understanding of the

programme objectives, as well as the complementary strengths and capacities of the other implementing partners. The lead agency acts as coordinator. Coordination also implies managerial lead responsibility for the management of the whole programme.

A **coordination office in Brussels** will be set up, to ensure the overall management of the programme on all levels, as well as the liaison with the EU and the consortium partners. Coordinating the implementing partnership in this way means to facilitate close collaboration, so that all implementing partners act as one unified programme body in the framework of the integrated approach as foreseen by the BMM Steering Committee for this programme. At management level, this will be assured by the **BMM Implementation Committee**, consisting of HQ representatives of the implementing partners and chaired by the GIZ program director of BMM. The BMM Implementation Committee will meet on a regular basis and be available to the programme office for regular consultations and adjustment of actions within the strategic framework as well as for the preparation of BMM Steering Committee (narrative and financial reports).

BMM will have a strong regional presence in the HoA region, to ensure the ownership and collaboration of all regional and national partners within the programme framework. A **regional BMM office** in Addis Ababa, Ethiopia will ensure the coordination between programme and regional entities (African Union, IGAD, EAPCCO) as well as between the singular country implementations of the BMM programme and the regional representations of some implementing partners (UNODC, IOM etc.). It will on that level ensure the provision of specialized expertise (coordinators on subject matters, M&E, social media etc.) to all country components, as well as the regional policy harmonization towards AU, IGAD and the national governments.

At the partner country level BMM will be represented by operational officers from all implementing agencies under the coordination of a (GIZ) country coordinator.

5.5   Knowledge Management

BMM will be the comprehensive response through which the EU supports countries of the Khartoum Process in the matter of migration management. It will be the central hub for migration management work at the heart of the Khartoum Process. Therefore BMM will provide a framework for complementary action, always focusing on establishing synergies and avoiding overlaps. The management of knowledge in relation to migration management in the region is a central corner stone of BMM activities.

BMM knowledge management is organised on national, regional and international level.

At **national level**, all country programs coordinate and communicate with national partners, the respective Khartoum Process focal points, the relevant stakeholders, (other donors, bilateral programs, local as well as international CSOs), EU delegations, other relevant projects and programmes as well as all relevant national partner institutions).

This knowledge will be compiled and shared at **regional level** within the program on a regular basis. This is the task of the BMM regional office. At regional level, the continuous exchange with regional organisations such as the African Union and IGAD is organised. Together with these organisations, we will organize joint learning processes on migration management, involving central stakeholders from the political, institutional, civil society as well as the scientific field.

At **international level** the BMM office in Brussels will link up with international institutions, research facilities, in particular the EUTF-funded Research and Evidence Facility, as well as the European political stakeholders and organize the transfer of knowledge and experiences via the BMM programme in both directions.

Generally, knowledge management can only make a successful contribution to better migration management in the region, if it also fully applies within the BMM partnership. Therefore all implementing partners commit to maximum transparency within the program structure on all levels concerning their BMM activities. This means, that contacts, structures, local knowledge etc. will be shared in a fully transparent way between implementing partner.

5.6 Monitoring and Evaluation, Reporting, Audit

The lead agency is responsible for preparation and submission of the financial and progress reports to the European Commission and the BMM Steering Committee. All implementation partners assure timely reporting to GIZ according to the agreed timeframe by using the consistent formats.

GIZ has a lean, cost-effective and well-established monitoring and evaluation (M&E) system for all its advisory services. The M&E system is adapted to the specific monitoring needs of the various activities carried out under the EU BMM Programme. The programme implementation will be monitored internally by utilizing the established internal management and monitoring procedures, including financial and administrative monitoring. The results will be monitored and evaluated in close coordination with and under the guidance of the EC. The monitoring indicators defined in the log frame are quantifiable, objectively verifiable, and time-specific.

Regular briefings with the Steering Committee will take place at the beginning of the action and every six months thereafter. Results-orientated monitoring will be carried out throughout the action with written reports[22]. Reporting will consist of three annual progress reports (reporting period: calendar years 2016, 2017, 2018) and one Final Report (reporting period: entire programme duration), in line with EC procedures. The final report and external expenditure verification will take place in the 36th month.

Every report shall provide an accurate account on implementation of the action, difficulties encountered, changes introduced as well as the degree of achievement of its results as measured by the indicators listed in the logframe (see Annex 6.1). Both final and progress reports will contain chapters with narrative and financial reports. GIZ will incorporate the progress reports prepared by the different implementing partners in its reporting. The original reports of the partners will also be

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[22] The project will also be required to provide information as needed for the overall monitoring and evaluation of the Trust Fund as a whole, which will be done through the EUTF-financed Research & Evidence Facility.

included as annexes in the consolidated report document. It is the responsibility of the implementing agencies to provide their narrative and financial reports on the results in due time so that GIZ has enough time to compile the part reports (progress and final) into one overall programme report.

The action will establish a context-sensitive M&E system with a clear set of objectives, results and indicators. A monitoring system (measuring also potential negative impacts/results) will be installed at the start of implementation; monitoring will be taken care of by monitoring officers, constantly reviewing planned progress (based on agreed indicators). Internal learning and progress reporting will be integrated. Technical assistance for the programme partners will include advice on how to establish an M&E system for measuring the state of fulfilment of the programme. In addition, the action staff will constantly monitor the political setting as well as other changes and developments in the context, and if needed and/or possible, adjust action activities.

A final evaluation will be carried out for the BMM Programme after the end of the 36 months period of the action. It will be carried out by independent consultants contracted directly by the EC. GIZ will comment on the terms of reference provided by the EC for the evaluation study.

GIZ has its established independent auditing procedures. The Commission may cross check these audits by independent auditors, funded from its own resources. GIZ may provide the annual management declaration and/or audit or control opinion that will be made available to the EC headquarters separately from the reports provided under this Agreement. The audit or control opinion refers to the annual audited financial statements of GIZ in its entirety. As part of the Delegation Agreement, GIZ and its consortium partners will carry out annual independent audits specifically on the implementation of the Delegation Agreement.

6   Annex

6.1   Logical Framework
6.2   Time Line
6.3   Risks, Mitigation Measures and Assumptions
6.4   Complementarity of BMM with other actions