



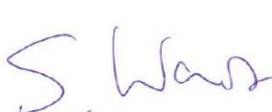
Better Migration Management (Khartoum Process): T05 – EUTF – HoA – REG – 09

Annual Progress Report

1st April 2016 to 31st March 2017

Better Migration Management Programme

Programme Details

Project Title:	Better Migration Management Programme
Project No (EC/BMZ):	T05 – EUTF – HoA – REG – 09/ 16.2126.7
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Implemented by:	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
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¹ 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, which is hosting refugees from South Sudan, is a country of transit for refugees and migrants from the region.

² The financial volume deviates from the volume stated in the official Delegation Agreement as it reflects the total contribution of the BMZ in order to operationalise the BMM Programme.

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List of Abbreviations

ACJPS	African Centre for Justice and Peace Studies
AMMi	Addressing Mixed Migration Flows in Eastern Africa
AU	African Union
AVR	Assisted Voluntary Return
AWP	Annual Work Plan
BC	British Council
BMM	Better Migration Management
BMZ	Federal Ministry for Economic Cooperation and Development (Germany)
CIVIPOL	<i>Société de conseil et de service du ministère de l'Intérieur (France)</i>
COHATUS/HAKAD	Counter-Human Trafficking Agency of Somaliland
COR	Commission of Refugees
CSO	Civil Society Organisation
DRC	Danish Refugee Council
EAC	East African Community
EATTF	Ethiopian Anti-Trafficking Task Force
EF	Expertise France
ENHRA	Ethiopian National Human Rights Action Plan
EU	European Union
EUTF	EU Emergency Trust Fund for Africa
FAO	Food and Agriculture Organisation
GIZ	<i>Deutsche Gesellschaft für Internationale Zusammenarbeit</i>
GoD	Government of Djibouti
GoSE	Government of the State of Eritrea
GoS	Government of Sudan
HoA	Horn of Africa
ICMPD	International Centre for Migration Policy Development
IDoPS	Italian Department of Public Security
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organisation
IOM	International Organisation for Migration
IP	Implementing Partner
JICA	Japan International Cooperation Agency
KNCHR	Kenyan National Commission on Human Rights
MIEUX	Migration-EU-Expertise
MMTF	Mixed Migration Task Force
M&E	Monitoring & Evaluation
MoFA	Ministry of Foreign Affairs
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoLSA	Ministry of Labour and Social Affairs
MRC	Migrant Resource Center
NAC	National Aliens Committee
NCC	National Coordinating Committee
NCCT	National Committee on Counter Trafficking
NCM	National Coordination Mechanism
NGO	Non-Governmental Organisation
NMMC	National Migration Management Committee
ONARS	<i>Office National d'Assistance aux Réfugiés et Sinistrés</i>
REF	Research and Evidence Facility
RMMS	Regional Mixed Migration Secretariat



RMPF	Regional Migration Policy Framework
SC	Steering Committee
SoM	Smuggling of Migrants
SOP	Standard Operating Procedure
SSWA	Secretariat of Sudanese Working Abroad
TiP	Trafficking in Persons
TNA	Training Needs Assessment
TOC	Transnational Organised Crime
TOR	Terms of References
UASM	Unaccompanied and/or separated minors
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations International Children's Emergency Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UNTOC	United Nations Convention against Transnational Organised Crime
VoT	Victims of Trafficking

Executive Summary

The report covers the period 1st April 2016 – 31st March 2017. It focuses on accounting for the activities during this first year of Programme implementation. Overall, it can be summarised that good progress has been made towards the establishment of the Better Migration Management (BMM) Programme in the Horn of Africa (HoA).

Component 1: Policy harmonisation and cooperation

In the context of advocating a ‘whole-of-government’ approach, the Programme has conducted a fundamental regional assessment to gain a thorough understanding of stakeholders involved, coordination mechanisms in place, existing policies and the provisions made by the legal frameworks in all partner countries³. The results from the assessment were the basis to develop an approach on how to engage the different actors pertaining to migration management in the country. They also guided the development of the activities planned for 2017/18, which include for example the support of a Migration Training Institute in Kenya.

Component 2: Capacity Building

In the reporting period, meetings, interviews and focus group discussions have been held with a variety of public sector stakeholders to identify pertinent actors and their respective needs. The Programme’s main achievements include the review of existent referral mechanisms, relevant also for Component 3, and the agreement on support to the Government of Kenya in improving its migration data management in cooperation with the International Centre for Migration Policy Development (ICMPD). Furthermore, capacity development approaches were defined to further strengthen the capacities of immigration, police and judiciary to assist vulnerable migrants in the BMM partner countries.

Component 3: Protection

Under Component 3, the regional cooperation with and between Civil Society Organisations (CSO) has been established. The Programme has identified possible locations and partners for the support of safe houses in Kenya and Ethiopia and facilitated the voluntary return of 232 stranded Ethiopian migrants. In addition, the promotion of activities on human rights in Kenya has been launched.

Component 4: Awareness Raising

An assessment to determine the partner countries for intervention has been successfully conducted. Results suggest that Ethiopia is a suitable starting point, being the most accessible partner country with local politics that allow work to start quickly. Sudan and Kenya both have been revealed in second place based on the report rating system. Eritrea and Somalia present more complex cases. For the latter two countries, the Programme has received requests for support under Component 4 during the reporting period.

³ The reference to ‘all partner countries’ in this report refers to Djibouti, Ethiopia, Eritrea, Kenya, Somalia and Sudan. South Sudan and Uganda, although countries of the BMM were not visited during the reporting period.

1 Context of the action

The HoA region is characterised 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. Smuggling of migrants and certain trafficking in persons networks in the region are highly organised. Countries in the HoA region can be characterised, 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 persons.

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

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 and/or separated minors (UASM), environmental migrants, 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 persons. The intervention logic is based on four components: (1) support for policy and legislative development and harmonisation 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.

The Programme is jointly implemented by the *Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH*, British Council (BC), CIVIPOL, Expertise France (EF), the



Italian Department of Public Security (IDoPS), the International Organisation for Migration (IOM) and the United Nations Office on Drugs and Crime (UNODC). The interventions will take place in the member states of the Khartoum Process: Djibouti, Ethiopia, Eritrea, Kenya, South Sudan, Sudan and Somalia as well as Uganda (who applied to become a member state of the Khartoum Process). Tunisia and Egypt are included in regional activities.

2 Results and activities

This chapter provides an overview of the most important achievements made during the reporting period 1st April 2016 to 31st March 2017. It is structured along the logframe's four components and describes achievements and related activities. For each achievement, the respective result and/or result indicator number has been indicated in brackets. Where applicable, the information has been provided per country. Achievements are contributed to BMM and its respective Implementing Partner (IP) jointly if the activity and achievement has been funded under BMM. Reference is given to Implementing Partners only, if the achievement has been reached through other programmes but is relevant for BMM's progress nonetheless.

In the first year of implementation, the focus has been on assessing the ground realities, identifying partners from the public sector and civil society for cooperation as well as intervention strategies in the respective results in each of the partner countries. In addition to the national activities, the Programme is also focusing on its regional approach throughout all components. The main logic of the Programme is to build on national interventions that support region-wide approaches. So far a bottom-up approach has been adopted in focusing on the identification of suitable cooperation partners in all result areas as well as their respective priorities. Based on these results, the IP have defined activities that bring together partner countries to learn from each other, share experiences or strengthen exchanges on certain policy topics.

2.1 Component 1: Policy harmonisation and cooperation

The aim of Component 1 is to support national governments in developing a coherent approach to managing migration in their respective countries as well as beyond their borders on a regional level. During the reporting period, a comprehensive baseline has been conducted jointly by GIZ, IOM and UNODC. The aim has been to assess the status of migration governance in all partner countries in order to pave the way forward with partner governments. The results below in particular for R 1.1 intend to reflect the dynamics and challenges encountered. They are the basis for BMM's approach in each country. Particular efforts have been undertaken to avoid duplication of activities under R 1.1 with the Intergovernmental Authority on Development (IGAD) Regional Migration Programme.

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

✓ **Assessment of national coordination mechanism conducted (R 1.1, RI 1.1.1)**

National coordination mechanisms (NCMs) are inter-ministerial platforms set up jointly by IOM and IGAD under the regional migration policy framework (RMPF) to better facilitate government coordination on all issues of migration in the seven IGAD member states. A

project funded by the Swiss Government, the IGAD Regional Migration Programme, is currently supporting the NCMs with the objective of “building regional and national capacities for the implementation of the RMPF to enhance migration governance and the protection of migrants thus supporting regional integration and development”. BMM will support this process with value adding activities in close liaison with IGAD and IOM’s Special Liaison Office in Addis Ababa. These activities focus on learning and sharing between countries in regard to migration management (e.g. study tour of Djiboutian officials to Ethiopia) or the facilitation of specific interventions such as the support of a Migration Training Institute in Kenya.

The assessment has highlighted that the evolution of NCMs is at different stages in the respective partner countries. While almost all countries have migration governance related structures in place, they are not always comprehensive in terms of engaged stakeholders and sectors. In addition, a lack of coordination and cooperation between intra-governmental actors hampers progress towards joint action on policy matters as well as at implementing level. The findings below depict the status quo per country and the approach pursued by the Programme.

Djibouti’s institutional set-up for migration is characterised by the involvement of a multitude of public actors but a lack of coordination and cooperation. Migration as a topic falls currently under the Office of the President. Some actors believe that the competence for migration may be moved to the Mol in the future, which would place the responsibility with the ministry that has the appropriate jurisdiction. It would also allow BMM to utilise IOM’s good relationships with Mol to build a strong partnership. So far, no decision has been taken, although an official communication to the presidential office has been agreed upon. Overall, Djibouti has three focal points nominated to deal with migration-related issues. The first focal point is the official Khartoum Process spokesperson, responsible for the topic of Transnational Organised Crime (TOC) and Trafficking in Persons (TiP). The second focal point has been designated to deal with irregular migration and Smuggling of Migrants (SoM). Finally, a third focal point has been appointed by the Mol, who is also a representative to the Khartoum Process at present. These three focal points have limited interaction with each other. In regard to the existence of a NCM, a National Migration Management Committee (NMMC) was established by presidential decree and is headed by the Prime Minister. Its focus is on combating TiP and irregular migration, but so far the NMMC has only met irregularly and frequently without the participation of all members and without senior-level decision-makers. The Ministry of Foreign Affairs and International Cooperation also intermittently convenes a migration working group on an ad hoc basis. In addition, a Mixed Migration Task Force (MMTF) co-chaired by UNHCR and IOM and with the support of the *Office National d’Assistance aux Réfugiés et Sinistrés* (ONARS)⁴ also operates, primarily as an information-sharing mechanism.

The BMM Programme is endeavouring to ensure consultation with all relevant ministries. Hence, workshops to which all governmental stakeholders are invited and related bilateral meetings are the primary means of consultation. In April 2017, GIZ conducted the BMM Djibouti planning workshop for the Government of Djibouti (GoD) with the participation of the IPs as well as the EU Delegation and other diplomatic missions.⁵ The planning workshop

⁴ ONARS is part of the Djiboutian Mol.

⁵ The Programme is aware that this activity goes beyond the reporting period 01.04.2016 – 31.03.2017. However, this workshop has been part of an overall series of on-boarding workshops for

further highlighted the necessity for BMM to continue its engagement with public actors on a decentralised level in order to properly address needs in the five administrative prefectures beyond Djibouti-Ville. BMM will accommodate this through engagement⁶ of the prefecture authorities and its endeavour to conduct as much training as feasible outside of Djibouti-Ville in order to reach out to local authorities and officials.

Eritrea possesses a strongly hierarchical government structure and centralised decision-making processes. The President ultimately makes all decisions. In recent BMM consultations with the government in February and March 2017, the Government of the State of Eritrea (GoSE) displayed interest and willingness to work on migration issues. As a result of Eritrea's suspended membership from IGAD, there have not been any plans to set up a NCM as per the IGAD's definition. However, GoSE established an inter-ministerial coordination structure (composed of the Ministry of Foreign Affairs (MoFA), Ministry of Information, the Youth, Women and Student Organisations) tasked to steer the implementation of BMM activities.

Since the GoSE has expressed its readiness to receive some organisational support from GIZ with the aim of sustaining the operationalisation of this structure, BMM is currently undertaking further missions to Eritrea. These aim to identify suitable capacity development measures in order to raise awareness of the GoSE towards migration related issues as well as support them in the development of Terms of References (TOR) and an action plan. Activities foreseen under the capacity building component include for example specialized training for investigators, prosecutors and judges.

Ethiopia's government is a federal state, but with a centralised governmental structure, which has shown a level of capacity to deal with migration issues and dialogues both at national and regional level. An inter-ministerial taskforce on TiP and SoM, frequently called the Ethiopian Anti-Trafficking Task Force (EATTF), has existed for several years. It was reinforced by Proclamation 909/2015 under the Anti-Trafficking Proclamation, which created a National Coordinating Committee (NCC) under which the taskforce falls pursuant to the Proclamation's Articles 39-40. The EATTF is a management-level entity focusing on practical implementation of anti-trafficking measures across the country at technical level. The NCC is positioned at a high political level and is chaired by the Deputy Prime Minister. The Attorney General's Office, formerly the MoJ, serves as secretariat of the EATTF, and the membership of the EATTF includes a broad range of governmental institutions from security and economic/social ministries as well as selected government-recognised civil society entities, such as the Consortium of Christian Relief and Development Associations. The taskforce holds regular monthly meetings, and, on occasion, the EATTF presents itself as a NCM with the same members in response to requests from international organisations for Ethiopia to establish a NCM. IOM, under the IGAD Regional Migration Programme, is in dialogue with the government to establish a NCM along the lines of the best practice principles set forth by IGAD and IOM for states in the Horn of Africa, particularly for it to explicitly encompass migration in a holistic manner. In order for the EATTF to become a full-fledged NCM, such a

the counterparts in all countries which finds it conclusion with this reporting period. It is stated here for the sake of completeness.

⁶ Engagement is facilitated e.g. through Training Needs Assessments. These are conducted at operational level, i.e. the Programme will consult the relevant authorities on the ground in the prefectures to identify gaps and needs. This provides the actual concerned staff with an opportunity to voice their needs as opposed to requirements identified only by the central authorities. These needs will then be triangulated with partly already existing assessments of international actors (e.g. IOM)

conversion would have to be mandated by an act of the Ethiopian Parliament. Terms of Reference for an Ethiopian NCM have been elaborated by IGAD with the support of IOM and are under discussion within the Government.

BMM is continuing to build its working relationships with the EATTF secretariat and other governmental actors working on migration issues with an eye to facilitating the transition of the EATTF into a fully-fledged NCM. As that process continues, the programming envisioned under Component 1 of the BMM for Ethiopia will serve to strengthen the EATTF's functions, whether its official title or terms of reference change or not. The planned capacity building measures will ensure the EATTF promotes migration policy harmonisation and coordination in Ethiopia, notwithstanding its organisational name. Furthermore, BMM is planning to conduct an in-depth study and analysis of the cost and benefits of migration regarding host and sending economies. First steps have been undertaken to determine the scope and detail of it. Besides the Research and Evidence Facility (REF), the World Bank has been interested in it in the framework of their Knowledge Platform on Migration and Development. As the study is intended to support national (African) policy makers, such as the Ministry of Labour and Social Affairs (MoLSA) and Ministry of Finance and Economic Cooperation, in their decision-making processes, as well as guiding the BMM Programme in its further implementation, the details of a potential partnership will be explored further in the upcoming weeks. The conduct of the study was planned originally to focus exemplarily on Ethiopia, due to Ethiopian expressed interest, however, a possibility to extend it into Sudan is currently under evaluation.

Kenya has a longer tradition of national coordination on migration than some of the other BMM countries. It already has an established NCM on migration with an agreed Terms of Reference and a work plan with the support from IOM. Furthermore, a Counter-Trafficking in Persons Advisory Committee and a Border Management Secretariat exist. Kenya is currently focused on consolidating its NCM, which still requires further strengthening. The NCM enjoys ownership, as is demonstrated by the fact that its representatives participate in governmental sub-committees on a range of topics, with a view to mainstream migration into different areas. The fact that the Khartoum Process Focal Point is also the chair of the NCM, and who is also supported by the Director for Immigration Services, supports the consolidation of the NCM and the consistency of Kenya's positioning at regional fora. The NCM also enjoys the support of a fairly active and strong secretariat, which is hosted by the Department of Immigration Services. Its meetings are becoming more regular: it has had several meetings leading to its formal establishment. The most critical of these was in mid-2016 when it was formally launched. Subsequent meetings include one supported by IOM on curriculum development of the proposed Migration Training Institute in February 2017, and another one supported by BMM in November 2016. The most recent meeting of the NCM on the review of the draft migration policy was facilitated by IOM in March 2017. The NCM is funded for the year 2017 by the IGAD Regional Migration Process through IOM and would need support from BMM in 2018. According to IGAD, the NCM will become a permanent structure in the MoI which will provide budget for it. The NCM consists of a range of stakeholders from the public sector with migration related functions and may call upon other external stakeholders or agencies on a need-to-be basis. Represented are for example the Department of Immigration Services (MoI), the Refugee Affairs Secretariat (MoI), the Border Management Secretariat (MoI), the National Police Service (MoI), the Ministry of the East Africa Community, Labour, Social Security and Services, the Office of the Director of Public Prosecutions, the Kenya National Bureau of Statistics as well as IOM, UNODC, other

international organisations and CSOs. Its challenges include, as reported at the Meeting on Best Practices on Migration in the IGAD region in March 2017, that many institutions are uncertain of the role or purpose of the NCM. In addition, the NCM is not anchored in a legal framework, as compared for example with the Counter-Trafficking in Persons Advisory Committee, which is a statutory body anchored in the Counter-Trafficking in Persons Act (2010). While a useful tool for inter-agency coordination, collaboration and information-sharing at the national level, its ad hoc status limits the impact of recommendations and decisions made by the NCM and its access to funding. To address this issue, the NCM in collaboration with the office of the Attorney General, has initiated a process to anchor the NCM in a legal framework.

BMM, in order to support a whole-of-government approach, has agreed upon the following Kenyan led initiatives: it will support the establishment of a Migration Training Institute that aims to foster a whole-of-government approach to capacity building on migration. GIZ and IOM cooperate under BMM to support the development of a curriculum for a post-graduate diploma, which may also be made available regionally. In order to learn from already existing experiences, a study trip to the Maastricht University on migration studies will be organised in the upcoming weeks.

Somalia recently formed a new government, and it remains to be seen how this will affect its support for migration issues. Somalia established the following three task forces by a decree of the Prime Minister in May 2016: the High Level Task Force on Migration Management; the Technical Task Force on Return and Readmission and the Technical Task Force on Human Trafficking and Smuggling Force. All the taskforces are coordinated by the Special Envoy for Children and Migrants' Rights, who is also the focal point for the Khartoum Process. The High-level Task Force is chaired by the Ministry of Internal Security and reports to the Prime Minister. Its members include the Ministry of Interior and Federal Affairs, Ministry of Foreign Affairs and Investment Promotion, MoJ, Ministry of Information, Culture and Tourism, Ministry of Planning and International Cooperation, Regional Focal Points and the Special Envoy. The Human Trafficking Task Force consists of Director Generals and technical staff from the following ministries: Internal Security, Justice, Interior and Federalism, Information, Women and Human Rights, Foreign Affairs, Office of the Special Envoy for Migration and Regional States Focal Point. The Return and Readmission Task Force includes the following ministries: Internal Security, Interior, Justice, Foreign Affairs, and Health. The technical task forces hold meetings together as a NCM, and need further strengthening. At the Meeting on Best Practices on Migration in the IGAD region in March 2017, Somalia reported that the TORs of the task forces are being finalised. In addition, IGAD has indicated that they also have action plans to support these initiatives. BMM will evaluate how it can support and contribute to this process.

BMM is engaged with the Somali Special Envoy on Children's and Migrants' Rights on how to support these new processes and the new government in its coordination efforts. Somali authorities also see a need for coordination between the federal member states in Somalia as identified in a recent EU-funded mapping exercise of Somali capacities by the Regional Mixed Migration Secretariat (RMMS). Therefore, BMM also approaches the federal member states in close cooperation with the Central Government.

Sudan is still in the process of setting-up a NCM and, to that end, has been supported by IOM through its partnership with IGAD. Beyond the NCM, Sudan has two government bodies that are of relevance to BMM. Firstly, there is the National High Council for Migration, which

is located at a high political level and chaired by the Vice President. It is inter-ministerial and meets once or twice per year. The NCM may be placed under the National High Council for Migration as executive body tasked to coordinate the implementation of the council's strategy. In 2016, IOM conducted a comprehensive assessment to determine whether it should be a separate structure or based in the Council. The results of the assessment have not been officially validated by the Government of Sudan (GoS). However, the GoS is expected to officially announce the set-up of a migration coordination structure and the adoption of a migration policy by the end of May 2017. To date, this has not happened yet. The National High Council has incorporated the membership of various bodies with migration management responsibilities including MoI, MoFA, and the ministries of Justice, Labour, Security and Intelligence Services, Welfare and Social Security, Finance, the Central Bureau of Statistics, the National Population Council and the Office of Decentralised Governance. The National High Council also incorporates non-state institutions, such as academia and the Council for Population and Statistics. The second relevant coordination mechanism for BMM is the National Committee on Counter Trafficking (NCCT), which includes the ministries of Education, Justice and the General Prosecutor. The NCCT had its own rudimentary strategy which IOM offered to develop into a proper action plan with specific priority areas and options for concrete implementation. The NCCT's action plan is currently being developed and should be officially approved by the end of June 2017.

Following the action plan's approval by the GoS, BMM intends to hold a work session aiming at defining the kind of support that BMM will provide to the NCCT for the action plan's implementation.

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

✓ Initial assessment of national migration policy conducted (R 1.2)

The regional assessment has provided the IP with an overview of existing migration policies in the region. A serious challenge to the management of migration in the region is 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. The countries in the HoA region lack solid and comprehensive national migration policies. The aim is to engage with the BMM partner countries, especially 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. BMM, supported by IOM, will build its planned activities for 2017/18 on previous efforts and has also committed to facilitate the development of a migration policy in Somalia. The below findings capture the status quo.

Djibouti currently does not have a comprehensive migration policy. At the planning workshop in April 2017, an agreement has been reached that a respective policy is desirable and should be developed based on a migration profile.

Ethiopia does not have a migration policy as such, although Proclamation 909/2015 sets forth governmental priorities in certain areas such as anti-trafficking and smuggling. At

present, there is no clear momentum towards developing a stand-alone migration policy that embraces a whole-of-government approach. IOM is supporting Ethiopia in developing a migration profile, and, once it is finalised, discussions on a migration policy will follow. There is, however, a division between the economically-focused ministries, such as the MoLSA, that recognise the potential economic opportunities that a more liberal migration policy may bring, and ministries dealing with security and/or law enforcement, that are more inclined towards restrictive migration policies emphasising migration's impact to security. This division is, however, not uncommon among state ministries in Africa or indeed Europe.

In **Kenya**, the then Ministry of Immigration and Registration of Persons, with the support of the IOM, drafted a National Migration Policy in 2009. The draft policy was presented at a stakeholders' workshop in 2009, but never adopted. Its adoption was delayed by the fact that it needs to be aligned to Kenya's new constitution of 2010, and the East African Community Common Market Protocol, which also entered into force in 2010. A meeting, facilitated by IOM, took place in March 2017 to review the draft policy; a follow-up workshop is scheduled to fine-tune the policy, which will then be presented to the Cabinet for approval and adoption.

Somalia does not have a migration policy and has requested assistance from BMM to developing one. BMM/IOM will support this process and will take into consideration the various documents that have already been developed so far, e.g. the Draft National Strategy for Migrants, Asylum Seekers and Refugees as well as the post Valletta Summit Draft Action Plan.

Sudan recently started the development of a comprehensive migration policy. It is planned that BMM contributes to support this process by undertaking the conduct of a migration cost and benefit study.

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

✓ Initial assessment of national legislation conducted (R 1.3)

Regional gap assessments form the basis to analyse the existing legislative frameworks and formulate recommendations for improvement and capacity building of the national drafting teams on the provisions of the TiP and SoM Protocols as well as the United Nations Convention against Transnational Organised Crime (UNTOC). The capacity building activities will also focus on drafting policies and legislation that deal with border governance and the rights of Victims of Trafficking (VoT) and vulnerable migrants. UNODC as responsible IP for the result 1.3 has been engaged with BMM and the regional assessment. The below findings depict the situation at hand and portray gaps and weaknesses in the current legislative structures that UNODC intends to address under BMM.

Djibouti has ratified the UNTOC, the TiP Protocol and the SoM Protocol. It adopted a new TiP and SoM Law in March 2016, which includes victim protection and contains improved TiP provisions; however the SoM provisions and some TiP provisions are insufficient. UNODC intends to rectify this in advising the GoD on the revision of domestic legislation.

Eritrea has ratified UNTOC and its TiP Protocol, and has some provisions on TIP in its national legislation. It adopted a new Penal Code and Criminal Procedures Code in 2015; the

former penalises TiP and related crimes, such as kidnapping and abduction. It has not adopted the SoM Protocol. Advocacy on the adoption of the SoM Protocol and the development of a comprehensive TiP and SoM legislation is a priority for UNODC under BMM.

Ethiopia has ratified UNTOC, the TiP Protocol and the SoM Protocol. Ethiopia has a National Action Plan on TiP and SOM, which is meant to operationalise the pertaining legislation. Its TiP and SoM law needs improvement and they have started working on it with UNODC under BMM.

Kenya has ratified UNTOC and the TiP Protocol, as well as the SoM Protocol. It has the 2012 National Act on Trafficking and a counter trafficking national action plan. The TiP law is not sufficiently applied, and may need to be evaluated. UNODC will focus on promoting SoM legislation as a priority under BMM.

Somalia has not ratified UNTOC and its TiP and SoM protocols, but has a penal code which addresses TiP. UNODC is currently supporting the Government with the drafting of a TiP legislation (funded by the US State Department). The promotion of the ratification of the UNTOC and the TiP and SoM Protocols as well as the development of legislation will be a priority for UNODC under BMM.

Sudan has ratified UNTOC and its TiP Protocol. The Combating of Human Trafficking Act was adopted in 2014. A number of articles have also been included in the transitional constitution of the Sudan of 2005, aiming to protect individuals from trafficking and slavery (articles 28, 29, 30). Furthermore, there have been amendments of the asylum law of 2014, passports law of 2013 and labour law. There is no comprehensive legislation on SoM in Sudan, although some provisions related to SoM may exist. Legislative reviews are planned to confirm this.

2.2 Component 2: Capacity Building

The aim of Component 2 is to strengthen the capacity of all public sector actors, national institutions and agencies responsible for migration and border management. In the reporting period, meetings, interviews and focus group discussions have been held with a variety of public sector stakeholders to identify pertinent actors and their respective needs. The information obtained forms the basis for a comprehensive capacity building strategy that will be developed and implemented during the course of the programme. A particular challenge will be to engage the identified public sector actors under Component 2 and the service providers identified under Component 3 in a joint approach to develop and implement an effective referral system for migrants.

During this year's reporting period, the Programme's main achievements include the detailed review of existing referral mechanisms, the agreement on support to the Government of Kenya in improving its migration data management in cooperation with ICMPD and the development of capacity building approaches to strengthen the capacities of immigration, police and judiciary to assist vulnerable migrants in the BMM partner countries.

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

✓ Approach for capacity building for the investigation and prosecution of transnational trafficking and smuggling cases determined (R 2.1)

There have been a number of assessments carried out on topics related to national capacity to address TiP and SoM in the region. However, the main gaps related to law enforcement and prosecution capacity or defined priorities for training need to be ultimately identified. BMM/UNODC⁷ will thus assess the national capacities of law enforcement agencies and identify training priorities for the respective countries (which locations to target, which areas to focus on specifically, etc.). The trainings will be designed and delivered based on these priorities at the national level. The assessment will also determine needs for equipment to be procured under Result 2.1 (Increased numbers of transnational trafficking and smuggling cases investigated and brought to court – without criminalising the victims). BMM/UNODC will support through mentoring and training the creation of specialised transnational organised crime units which will be able to more efficiently tackle TiP and SoM. In order to strengthen international cooperation in criminal matters on TiP and SoM, BMM/UNODC will organise regional trainings for participants from all BMM countries, Egypt, as well as the African Union (AU), IGAD and the East African Community (EAC).

✓ Support to the Government of Kenya in improving its migration data management agreed upon (R 2.1)

BMM will support the Government of Kenya in improving its migration data management in cooperation with ICMPD. Further activities will be discussed and agreed upon after reviewing the results from the Migration-EU-Expertise (MIEUX) initiative's assessment mission conducted in May 2017.

✓ Approach towards identifying and sharing good practices on the investigation of transnationally operating networks for investigators conceptualised (R 2.1)

An initial assessment of the current situation has shown that a number of comprehensive law enforcement agencies' needs assessments and gaps analyses have been released over the last semester; however, fewer efforts have been geared towards the identification of exchangeable good practices and replicable successful mechanisms. EF, under BMM, intends to fill this gap and will contribute to strengthen bilateral and sub-regional cooperation in the fight against TiP and SoM. Therefore, BMM/EF will create opportunities to reflect on past and current initiatives intending to dismantle transboundary criminal networks, and support south-south continuous and in-house learning schemes (study tours, short-term work placement schemes within the region and on bilateral level between countries and relevant administrations). Consultations are on-going with national counter-trafficking coordination bodies and taskforces to perform a preliminary mapping of replicable initiatives and seek

⁷ The scope of activities (including exact timelines) to be implemented in 2017 will need to be determined once the Grant Agreement between UNODC and GIZ is signed. GIZ still awaits the approval from the UN in NY, however, preparation of activities with UNODC are on-going.

approval for further observations and analyses within relevant departments or units, with a primary focus given on operating services. Future activities will revolve around a two-pronged approach: 1) the collection of tried and tested practices on the investigation of operating networks and the production of a regional compendium of good practices in response to trafficking in persons, and 2) the mainstreaming of identified practices through bilateral, sub-regional and regional conferences associating police, judiciary and relevant security forces.

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

✓ **Mechanisms for identification and referral of VoT, refugees and vulnerable smuggled migrants reviewed (R 2.2, RI 2.2.2 and R 3.2)**

In the respective partner countries, an assessment of the referral systems is underway to determine subsequent activities under RI 2.2.2 and R 3.2. The information below depicts the situation at hand.

In **Djibouti**, separate referral mechanisms for vulnerable migrants and VoT have been developed respectively by the MMTF and UNODC with the MoJ. Both drafts are final and are awaiting validation by relevant government stakeholders. Both the MMTF (through IOM) and UNODC have funding for validation, publication, and dissemination of the two referral mechanisms. Thus, BMM's role will be to support the roll-out into the prefectures.

In **Ethiopia**, the government endorsed the SOP encompassing the national referral mechanism for victims of trafficking (VoT) in November 2016. The next steps are to develop an operationalisation plan and the EATTF has planned 2-3 meetings for 2017 to advance this process. BMM will support this in facilitating the roll-out in the regions. An assessment for key migration hubs – including Humera, Metema, and Togochale in Ethiopia – is planned to be undertaken in 2017 and one such mission to the Humera area in Tigray state has already occurred in March 2017. Here, BMM/GIZ met with zonal officials and other stakeholders to gauge the capacities of migration actors and identify key opportunities for capacity building. The positive outcomes and learning experiences of this mission will be used in order to assess further migration hubs closely and efficiently.

In **Kenya**, the national referral mechanism for assisting victims of human trafficking in Kenya was launched in December 2016. Although currently active, UNODC has already pointed out a remaining need to further operationalise the agreed mechanism. IOM has an existing training curriculum on referral mechanisms and has also conducted a training needs assessment (TNA) whose report should be available by the end of May 2017. Capacity building activities will hence focus on identifying gaps in the implementation of the mechanism as well as training and mentoring relevant agencies and actors. Special attention will be paid to facilitate integrated processes that foster the cooperation between government agencies and non-state actors.

In **Somalia**, a recent report by the RMMS identified a large number of stakeholders active in the protection space in Somalia. Thus, BMM will identify where activities can produce the greatest impact. Currently, only Puntland has a referral system in place, developed with the support of IOM. BMM will propose to use this as a model for the development of a nationally

consistent mechanism. While a national mechanism is being developed, BMM will provide interim training to law enforcement and service providers to facilitate the identification and referral of victims of trafficking within the existing structures.

In **Sudan**, there exists neither a national referral mechanism nor an integrated approach towards identification and provision of assistance to vulnerable migrants. The NCCT's members recently received training on how to develop such a set of procedures but will need further support and appropriate guidance in order to draw up a suitable system. With this need identified and in order to address the urgent needs faced by migrants, BMM has in the first instance been looking at how to reinforce the capacities of governmental and non-governmental actors at operational level (state level) who are to provide protection and assistance to migrants. To that end, GIZ plans to support the set-up of adapted referral mechanisms at state level, which should help to identify the gaps and challenges and therefore pave the way to the elaboration of an appropriate capacity building programme. At state level, a field trip to El Gederef was conducted in the first quarter of 2017 to conduct meetings with state authorities, including Customs, MoJ, Commission of Refugees (COR), Ministry of Social Welfare, Immigration, Police and the Wally (Governor) for a first assessment of the referral system. A second field trip took place in May 2017 to consolidate the results for the assessment. In parallel and as part of its contribution to the implementation of the NCCT's action plan, GIZ also plans to reinforce the NCCT's capacities in coordinating operations located at state level and draw on good practices and lessons learnt which will then feed into the national referral system.

✓ **Capacities of immigration, police and judiciary are strengthened to identify and assist vulnerable migrants, refugees and trafficked persons (R 2.2, RI 2.2.2)**

After the initial assessment of the national referral systems, the development and/or revision of standard operating procedures (SOP) and their dissemination through BMM, the Programme found that additional training measures are required to strengthen public actors to fulfil their roles and responsibilities within the referral system. BMM/EF has chosen a capacity building approach that aims to foster the standardisation of case management practices by linking up government entities through capacity building activities and to support horizontal (between departments at the field level) and vertical (between central and decentralised authorities) institutional dialogue. This activity will be implemented through various channels (public and private experts, consulting firms, CSOs) as deemed necessary, upon availability in each country (currently being assessed) and based on cost effectiveness analysis. BMM/EF is currently engaged at country level to identify relevant law enforcement agencies. As a first step, priority is being given to **Ethiopia, Sudan⁸, Djibouti and Kenya**. The decision has been taken based on these countries being most relevant for existing migrant routes, the existence of valuable working relationships with the national institutions competent on counter trafficking issues built under the Addressing Mixed Migration Flows in Eastern Africa (AMMi) programme and the budget foreseen for this intervention.

⁸ The cooperation with law enforcement units required approval of the Sudan Concept by the Steering Committee.

2.3 Component 3: Protection

Component 3 aims to improve the identification, assistance and protection of VoT and vulnerable migrants, especially women and children, in the Horn of Africa. Key partners for implementation are non-state actors to whom BMM IP have been reaching out during the course of the reporting period. Since both Component 2 and 3 foresee the improvement of referral systems, which requires the participation and cooperation of state and non-state actors, corresponding activities under Component 2 and 3 will be planned holistically. The basis will be the initial assessment of the referral system.⁹

So far, the regional cooperation with and between CSOs has been established, possible locations and partners for the support of safe houses in Kenya and Ethiopia have been identified, the voluntary return of 232 stranded Ethiopian migrants has been facilitated and the promotion of activities on human rights in Kenya have been launched.

R 3.1.: Regional cooperation and coordination on protection of vulnerable migrants has increased

✓ **Regional cooperation between CSOs on assistance and protection of VoT initiated (RI 3.1.3)**

As an initial activity, BMM has partnered with HAART (Awareness against Human Trafficking), a Kenyan non-governmental organisation (NGO), to conduct a **regional** workshop with CSOs engaged in assistance to and protection of victims of trafficking. The workshop will be conducted in July 2017 in Kenya including selected CSO representatives from Djibouti, Ethiopia, Eritrea, Kenya, Rwanda, Somalia, Sudan and Uganda. The focus of the workshop was on building a sustainable partnership for sharing best practices. The workshop may also be used to train participants on migrant rights and conduct a training needs analysis for BMM capacity building activities under Component 2 and 3.

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

✓ **Mapping of services and assistance for protection services under preparation (RI 3.2.2)**

The basis for this **regional** activity is a study prepared by Altai Consulting for EF in the framework of the AMMi project which provides an overview of key protection issues along the

⁹ The initial assessment of the referral system has been addressed under Component 2 in this report.

northern route to Europe and the eastern route to Yemen. The stocktaking report also considers the extent to which identified needs are met by existing infrastructures and services. The study focused on Sudan, Djibouti, Somaliland, Puntland, and Ethiopia, and on non-governmental services. Under BMM, EF will then extend the mapping to government run services and eventually support the setting-up of on-line and off-line platforms, and the dissemination of resources to ease the implementation of existing or future referral mechanisms. To the extent possible, the action will be placed under the leadership of national counter-trafficking coordination bodies and taskforces, in order to hand over the resources developed before the end of the Programme. As a side resource to the strengthening of more robust referral mechanisms, the action will be strongly coordinated with other BMM IP involved in the protection component. The mapping exercise will be conducted under the co-leadership of BMM/EF and national coordination bodies. An assessment of existing IT solutions, that could support on-line and off-line database management systems, is currently underway.

✓ **National CSOs identified as partners in provision of assistance and protection services to migrants (R 3.2)**

In **Sudan**, GIZ undertook an assessment of potential partners from the civil society organisations already engaged in providing assistance and protection services to migrants. Two international NGOs and some additional local organisations as well as some grass root organisations were identified as potential implementation partners. Two of those organisations participated in the regional workshop organised by HAART and BMM in July 2017: Sudanese Red Crescent Society in Kassala, as well as the Sudanese Organisation for Development. Based on this initial assessment and contact, the cooperation with CSOs in Sudan will be deepened and further strengthened. As reported under Component 2, there is currently no referral system in place to assist migrants in Sudan. The identified CSOs are envisaged to be engaged in the creation of a referral system at state level based on their individual capacities and strengths. Similar efforts have been undertaken in **Kenya**, where cooperation has been established with the NGO HAART and the Salvation Army. In **Ethiopia**, BMM so far has reached out to NGOs such as *Centro Studi di Politica Internazionale*, Danish Refugee Council (DRC) and Save the Children.

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

✓ **Location assessment for safe houses in Ethiopia and Kenya conducted (RI 3.3.1)**

A feasibility study on appropriate facilities for safe houses has been conducted in Ethiopia and Kenya in December 2016. In the case of Kenya, it is recommended that BMM/EF accompanies existing initiatives to ensure sustainability, notably with HAART and the Salvation Army. Additionally, BMM/EF will initiate discussions with the Jesuit Refugee Services and the NGO Heshima to open a safe house for boys in Nairobi. A high demand for sharing knowledge and improving referrals within safe houses' staff and management has

been reiterated, calling for the building-up of a network of safe houses for learning, which could be led by Heshima. Under BMM, EF will further engage with IOM Kenya and with local government partners for referrals and cases tracking, facilitated access to civil documentation, social and legal counselling, provision of medical and psychosocial care, access to economic programmes and work placements to residents. In Ethiopia, it is recommended to support the work of an existing NGO that supports returnees in Addis Ababa. A rapid assessment found that AGAR Ethiopia Charitable Society is currently providing the most advanced safe house services in Ethiopia.

Based on these results, BMM/EF will aim to increase the availability of adequate services responding to the needs of the most vulnerable migrants, including victims of trafficking and unaccompanied minors, by diversifying the modalities through which the services are delivered (establishment or upgrading of safe houses in Ethiopia and Kenya at first), by linking the supported safe houses with the established mobile teams along key border crossings and where applicable – with existing or future Migrant Resource Centres (MRC), and by diversifying the services through facilitated access to livelihood/income generating alternatives, individualised care plans and exit strategies. It is envisioned that BMM will partner directly with government services (Djibouti, Ethiopia), or with local NGOs and CSOs (Kenya, Ethiopia) with proven experience in managing protective structures targeting VoTs and underage migrants. In order to proceed, it remains crucial to develop a formal agreement on a shared definition of a safe house between BMM/EF and the partner governments.

Based on the profound experiences and crucial knowledge received during the first assessment, the model described above can add substantial value to other partner countries as well. While Ethiopia and Kenya have been identified as priority countries for the establishment of safe houses, the model could also be exported to Djibouti (Djibouti-Ville) based on an additional needs analysis and the willingness of the partner government to support such an initiative.

✓ **Concept note for mobile protection facilities underway (RI 3.3.2)**

A concept note is under preparation that envisages the introduction of mobile health units in Djibouti. Vulnerability and health risks of migrants are high due to the exposure to harsh conditions during the migration process. Thus, these mobile health units move around affected areas to reach out to migrants that are in need of protection and health assistance. Often migrants have limited knowledge on available health services and are restricted by a language barrier. At the same time, the health facilities of the Government of Djibouti have limited capacity to absorb all migrants and provide the necessary service. Possible locations that are under consideration for the intervention are Obock, Lac Assal, Tadjourah, Ali Sabieh and Dikhil.

✓ **Renovation and opening of a clinic for MRC in Obock under preparation (RI 3.3.3)**

At this point in time, the MRC in Obock lacks separate facilities to accommodate migrants, for instance, in cases of acute diarrhoea. Thus, preparations have been made to upgrade an existing facility into an appropriate space to treat migrants. This includes renovation works, procurement of needed equipment and the hiring of a doctor and a nurse. Serious medical cases will still be referred to the hospital in Obock.

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

✓ **Regional exchange to promote stronger multi-disciplinary child protection teams launched (R 3.4, RI 3.4.1)**

Discussions have been held with UNICEF and IOM in Djibouti to organise a study trip for Djiboutian officials to Ethiopia. The objective is to observe the working of multi-disciplinary child protection teams in Ethiopia in order to replicate the same in Djibouti. The Ministry of Women and Children in Djibouti has expressed interest and the study trip is currently foreseen to take place in September/October 2017. Participation from other BMM partner countries is still under consideration.

✓ **Desk review on statelessness of migrant children in Djibouti conducted (R 3.4, RI 3.4.3)**

BMM/GIZ has conducted preliminary research on statelessness of unaccompanied child migrants in Djibouti-Ville. Synergies with a similar activity by EF (under AMMi) are expected. Protection needs had already been raised by RMMS as well as UNHCR in the past regarding unaccompanied child migrants, and the issue was also raised by the EU Delegation in Djibouti, which has prompted further investigation by BMM. Child migrants in Djibouti, i.e. children of migrant families and/or unaccompanied minors are often forced to find a livelihood on the streets of Djibouti-Ville. This makes them vulnerable to violence and exploitation since they lack any sort of formal protection usually provided through a family, school or community. Another protection issue highlighted in this sense is the lack of access to birth certificates or official documentation, which reduces the status of these migrant children to irregular migrants and leaves them without any proof of identity. Hence, this status allows law enforcement to detain migrant children living on the streets putting them in an even more precarious situation.

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

✓ **Voluntary return and reintegration facilitated for stranded Ethiopian migrants (R3.5, RI 3.5.2)**

During the reporting period, BMM/IOM undertook activities under the umbrella of Assisted Voluntary Return (AVR) for 85 stranded Ethiopian migrants (78 males and 7 unaccompanied minors) in Malawi and 147 migrants in Zambia (134 males, 2 females, and 11 unaccompanied minors) to return back to Ethiopia in a safe and dignified manner. Following coordination with the ministries of the two respective countries, namely, the Department of Immigration, Department of Social Welfare, and the embassies in the countries of origin, BMM/IOM was able to secure the release of stranded migrants from prison facilities in both

countries. AVR services provided included pre-departure assistance consisting of: counselling based on return-related information (including information on reintegration support where applicable), administrative assistance in the form of the acquisition of travel documents for migrants who lacked them, and the purchase of airfares back to Ethiopia. In addition to this, BMM/IOM's travel assistance included pre-medical screening as well as basic and emergency treatment for all participants, with medical escorts also being present on scheduled flights. Upon arrival at the transit centre in Ethiopia, overnight assistance in the form of food and accommodation were provided. Additionally, family tracing and reunification was conducted for unaccompanied minors in close cooperation with UNICEF and the Ministry of Women and Children Affairs, with provisions for onward transportation for all migrants also being catered for.

As these operations were conducted within the emergency context, and charged retroactively under BMM, reintegration assistance was not factored into the Voluntary Return. Compounding this was the location to which these migrants returned – Hadiya, a zone that IOM currently has no presence in. Despite this, two missions to the zone were recently conducted by IOM Ethiopia within the framework of the new EUTF Reintegration Facility. These missions were conducted in order to follow up on the migrants that were assisted under AVR operations and assess their socio-economic situation, in order to establish the possibility for the provision of reintegration assistance.

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

✓ Promotion activities on human rights launched with the Kenyan National Commission on Human Rights (KNCHR) (R3.6, RI 3.6.1)

In cooperation with the KNCHR, BMM/GIZ has identified four activity clusters to build the capacity for promotion of migrant rights. An in-house training on migrant rights has been conceptualised for KNCHR staff from regional and national offices as well as other human rights institutions with a referral mandate. In total, three to four trainings are to be conducted in Nairobi (Central), Mombasa (Coast), Kisumu (West) and Wajir (North – if logistically viable). Relevant training and promotional material on migrant rights, e.g. posters and training brochures, will be developed for distribution and use in all relevant BMM trainings in Kenya and other regions. In addition, a training module on migrant rights is envisaged to be integrated in all relevant BMM training activities and administered by KNCHR. Finally, sensitisation sessions on migrant rights are to be delivered through the existing KNCHR referral network. KNCHR suggested regular regional coordination meetings between human rights referral partners. BMM is looking at funding a follow-up meeting in each region six months after the regional training to evaluate the impact and monitor changes in the reporting of human trafficking cases. If this is successful, additional meetings may be funded. Kenya is taking the lead on this result with the material being made available to other BMM countries.

✓ Approach to support human rights in Ethiopia under preparation (R3.6, RI 3.6.1)

The recent visit of the High Commissioner for Human Rights to Ethiopia and the promulgation in May 2017 of the new Ethiopian National Human Rights Action Plan (ENHRA) for 2017-19 provide the opportunity to investigate how this activity could be best implemented in Ethiopia. BMM is reviewing the ENHRA at present and expects to meet with relevant officials, if appropriate, to discuss how this BMM activity fits within that action plan prior to any implementation.

2.3 Component 4: Awareness Raising

Component 4 aims at raising awareness of alternative livelihood options including safe migration in cross-border regions. 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 some countries, the focus will be on countries with existing, accessible programmes in support of livelihoods and migration awareness. Eritrea, Ethiopia, Sudan, parts of Somalia, e.g. Somaliland and Puntland – with very different operating contexts - provide opportunities to address poor and marginalised communities through partnerships with local and international organisations. During the reporting period, an assessment has been carried out that prioritised partner countries for implementation.

R 4.1: Priority geographical areas identified

✓ Priority geographical areas have been identified (R 4.1)

An initial desk-based literature review informed on the latest relevant research available on migration in and from the Horn of Africa. The findings aim to inform on selecting geographical intervention areas for Component 4 under BMM.

Five dimensions of evaluation were used to assess priority countries for implementing Component 4 of BMM. These dimensions were based on the need (in terms of migration flows), relevance (based on migration paths), impact (determined by remittance flows), influence (related to drivers for migration) and capacity (based on policy readiness) of countries to improve awareness about safe migration and alternative livelihoods to potential irregular migrants within the HoA. Based on the analysis conducted, the study recommends prioritising Ethiopia, Kenya, Sudan, Somalia and Eritrea to maximise the impact of Component 4 interventions.

Results suggest that Ethiopia is a suitable starting point, being the most accessible partner country with local politics that allow work to start quickly. Sudan and Kenya both came out in second place based on the report rating system. However, duplication due to many other ongoing actions has to be carefully avoided. Other activities are already on-going which BMM/BC could draw from rather than replicate. Somalia and Eritrea are interesting cases: Eritrea is a major country of origin, and the government has made specific requests for BMM to start working on awareness raising activities.. Somalia's situation has been politically sensitive due to the recent formation of a new government. Nevertheless, it is also a major country of origin and awareness activities would be supported by the government's special

envoy on migration. Still, practical issues, not least security, remain significant. Thus, in particular in Eritrea and Somalia, options for engagement and scope to achieve tangible results need to be carefully evaluated.

3 Beneficiaries/affiliated entities and other Cooperation

The following chapter attempts to illustrate the wealth of stakeholders engaged with the Better Migration Management Programme. Stakeholders can be broadly clustered into four groups: direct beneficiaries as in migrants or host communities, indirect beneficiaries (also termed intermediaries) who benefit from capacity building and advisory services, other actors (e.g. donors, embassies, UN organisations, NGOs) as well as development aid programmes in the region to enhance synergies.

3.1 Target beneficiaries

The Programme has reviewed in all partner countries the geographic areas in which migrants would benefit the most from an intervention. Particular attention has been paid to female migrants, youth and children.

In **Djibouti**, BMM expects to mostly work with people and authorities dealing with the significant influx of migrants transiting the country *en route* to Yemen, estimated by RMMS and others to be approximately 100,000 to 120,000 people on an annual basis. Some of these migrants remain in Djibouti and become victims of trafficking. In addition, BMM will focus on supporting the MRC in the northern part of Djibouti that provides direct aid to migrants in need. If possible, interventions will also target unaccompanied migrant children in the capital of Djibouti-Ville, potentially in cooperation with Caritas Djibouti, as well as other vulnerable people on the move in other areas of Djibouti, such as possibly in and/or around Tadjourah, Lac Assal, Gabode, Dikhil, or Ali-Sabieh.

In **Eritrea**, local communities have always played an essential role in the social, cultural and political life and thus, constitute a vital link for two of the main Community Based Organisations engaged in awareness raising in the country: the women association and the Youth & Student Association. Both associations see mothers and traditional leaders as key intermediaries for preventing community members from engaging in irregular migration and informing them of alternative livelihood options and legal migration opportunities. Thus, local communities will be the primary recipients of BMM's awareness activities in Eritrea aiming at addressing irregular migration. Young people, e.g. young graduates and school drop-outs, will be targeted to benefit from the implementation of specific measures. (The inclusion of Eritrea into the C4 activities was mainly a result of discussions during a mission to Eritrea at the beginning of 2017 – based on an original project proposal of the GoSE to the Khartoum Process. Details of a potential intervention in this area will have to be cautiously evaluated during a workshop currently planned for August 2017. Further decisions in this regard will be agreed upon by EU/BMZ and the SC.)

Ethiopia lies at the nexus of most migration routes to and through the Horn of Africa. In addition to a substantial population of Ethiopian citizens choosing to migrate irregularly

towards Europe through Sudan on the so-called “Northern Route”, large groups of Eritreans and Somalis transit the country in the same direction. Many of these Eritreans and Somalis are recognised refugees in Ethiopia who are in onward movement, sometimes called secondary migration. Ethiopia is a country of origin of migrants on the “Eastern Route” through either Djibouti or Somalia towards Yemen and the Gulf countries as well as the “Southern Route” through Kenya to South Africa. The BMM Programme will work with migrants on these routes from Ethiopia, with a particular focus being on providing support in the parts of regional states that are migration hubs. Specifically, BMM is presently considering an emphasis on the areas in and around Humera, Tigray; Metema, Amhara; and Togochale, Somali region. Additionally, trafficking in persons within Ethiopia is significant. Children and young women are often trafficked from rural areas to Addis Ababa.

BMM Kenya is taking the lead in engaging CSOs involved in providing services to migrants and victims of trafficking regionally. Interventions are targeted at CSOs providing legal aid or shelter services to victims of trafficking or are involved in advocacy or prevention work. One of the key objectives is to link these non-governmental services with government mechanisms to ensure efficient and effective service provision. For example, BMM has partnered with the NGO HAART to bring together CSOs from the region for a networking and capacity building workshop in Kenya in July 2017.

In **Somalia**, much of the protection and services to vulnerable migrants is provided by CSOs. BMM partners are working with existing Migrant Resource Centres to expand services. BMM has also contacted a range of CSOs across the various regions of Somalia, among them Somaliland to identify suitable partners for further capacity building, training and networking.

Sudan is a country of origin, transit and destination for migrants, who face different levels of need and hardship depending on their legal status and their location in the country. Therefore, in close collaboration with the Sudanese governmental authorities, BMM has identified specific geographical areas in which to prioritise the provision of protection services and assistance to migrants. Other relevant stakeholders (UNHCR, IOM, etc.) have also been associated to this process in order to avoid duplication and overlaps and therefore provide effective support. In the area located north of Khartoum, BMM will engage in provision of assistance addressed to migrants who have been intercepted on their way to Egypt or Libya and who are in urgent need of assistance. In the Eastern part of the country, BMM's support will focus on addressing the needs of victims of trafficking as well as vulnerable irregular migrants. In Khartoum, BMM will support activities looking at raising awareness among Sudanese youth to inform about alternative livelihood options and regular migration options.

3.2 State authorities

BMM has determined in all partner countries its official political partner institution.¹⁰ In addition, it has determined public actors relevant for the programme interventions across all components. These will benefit from capacity building measures and advisory services based on prior training needs assessments.

¹⁰ Please refer to the detailed overview on page 35.

The situation in **Djibouti** with regard to the assignment of migration management responsibilities to different governmental actors, as described above, means that it remains to be determined by the government which ministry is best suited to be the prime counterpart for BMM. Official communication is currently underway. A wide range of authorities would benefit from capacity building measures, and the need for assisting coordination and policy mechanisms related to migration is also high. BMM/GIZ has met bilaterally with the Ministries of Foreign Affairs, Justice, and Interior, which are expected to be the most important line ministries relevant to programme implementation. With regards to R 1.3, BMM/UNODC will work closely with the MoJ, in charge of drafting legislation. Capacity building activities under R 2.1 will target National Police, as well as prosecutors and judges. BMM maintains a presence in all relevant coordination mechanisms, such as the MMTF.

In **Eritrea**, BMM will work mostly through the Ministry of Foreign Affairs as per the request of the GoSE, as well as with the Ministry of Justice on Component 2 and (potentially) the Ministry of Information on Component 4. It is expected that these authorities will remain key partners throughout the Programme.

In **Ethiopia**, the planned focus on the Ethiopian peripheral areas most impacted by human migratory flows would enable close cooperation with local communities and authorities (including law enforcement, prosecutors, and judiciary) in districts relevant to these migration pathways as well as helping BMM to avoid duplication, as these areas have not received as much attention from international agencies working on migration as Addis Ababa. As appropriate, capacity building and protection activities will also take place at federal level with national officials. Policy harmonisation activities will take place at federal level as a matter of necessity. With regards to Result 1.3, the Attorney General's Office in Addis Ababa and its Regional Offices in the selected Federal States will be BMM/UNODC's main partner, capacity building activities will target law enforcement agencies (Federal and Regional Police in particular) as well as prosecutors and judges. BMM is participating in the national coordination cluster for protection.

In **Kenya**, the political partner for BMM is the NCM on migration chaired by the Department of Immigration. The NCM has a secretariat with a number of dedicated staff from the Department of Immigration. At the planning workshop in Kenya, which was attended by NCM members from various government agencies, participants agreed to keep the NCM secretariat informed of all communications with other government agencies. BMM has also had initial consultations with the KNCHR, the government body for human rights. KNCHR is also a member of the NCM and the Counter-Trafficking in Persons Advisory Committee. BMM will engage the KNCHR with a financing agreement for the promotion of migrant rights as outlined under R 3.3. Furthermore, BMM will engage with additional state authorities involved in migration and border management as well as counter-trafficking initiatives under Component 2. Participants for training under Component 2 will include immigration and customs officers, police, social services and local government. The training will aim at linking government and non-government services at the border areas and key entry points.

In **Somalia**, the Ministry of Internal Security has been officially confirmed as political partner for BMM by the Federal Government of Somalia. BMM held a planning workshop with federal government stakeholders in March 2017 to identify specific needs and areas of intervention. While some broad areas of support were identified, changes in the government following elections have delayed the process of developing specific activity proposals. Somali officials identified policy support, inter-agency and inter-state coordination as well as reviews of laws

and penal codes under Component 1 as priorities for support. Furthermore, awareness raising activities were also requested while capacity building measures should follow an assessment of current capabilities. An agreement with the Minister for Internal Security has also been reached to engage with authorities in Somaliland for a whole-of-Somalia approach. The BMM Regional Office has engaged with authorities in Somaliland to identify needs and appropriate partners. The Counter-Human Trafficking Agency of Somaliland (COHATUS/HAKAD) under the MoI as well as existing structures for protection and assistance through the Ministry of Resettlement, Rehabilitation and Reconstruction and the Migrant Resource Centres provide likely entry points for BMM interventions and support. The federal government has expressed the wish that engagement with different regions is to be channelled through the federal government as the internationally-recognized state authority. Findings from the Component 1 baseline show that Somalia has a newly established Counter Trafficking Task Force and a Task Force on Return and Reintegration, which serve as a coordinating mechanism. BMM will be engaged with these entities in future activities to strengthen the NCM in Somalia through office and meeting support, assistance in formalising structures and work plans. For a whole-of-government approach, support will also be provided to fostering cooperation among the federal member states of Somalia, which function at vastly different levels of the capability spectrum in terms of structures and capacities. BMM/UNODC will work with the Special Envoy on Children's and Migrants Rights, the MoJ and the police, reengaging with all relevant authorities as necessary following the formation of the new government. In Somaliland, BMM/UNODC will work with the MoJ, the Attorney General's Office, the MoI as well as the Ministry of Labour and Social Protection.

In **Sudan**, BMM/GIZ identified key partners both at federal and state level involved in identifying and assisting vulnerable migrants who will benefit from capacity building activities. This includes the NCCT, the Secretariat of Sudanese Working Abroad (SSWA), the National Council for Child Welfare, the state border and criminal police in Kassala, El Gederef and Northern States and the Red Crescent. Over the reporting period, strong linkages have been established by BMM/GIZ with the relevant governmental authorities, which are due to be actively associated to the implementation of activities. Firstly, BMM/GIZ has been closely coordinating with the Sudanese focal point to the Khartoum Process, NCM, Migration and BMM Focal Point in Sudan. GIZ meets regularly with the Sudanese focal point to the Khartoum Process in order to discuss progress and challenges and share views on how to address them. Secondly, BMM/GIZ's planned intervention was presented to the leadership and core members of the NCCT, with which it has been agreed to define the exact terms of the cooperation between the two entities once the NCCT's action plan is in place. As part of its planned activities under Component 2 and 3, BMM/GIZ also engaged with the SSWA in order to discuss possible options to support protection services provided by the secretariat to Sudanese abroad. BMM/GIZ is also in close contact with the COR regarding protection activities to refugees and asylum seekers. Lastly, BMM/GIZ has established a close relationship with governmental authorities at decentralised level (police, governor, MoJ, Ministry of Social Affairs, COR) in priority geographical areas (El Gedaref State, Kassala State). This is a prerequisite to the successful conduct of the upcoming planning workshops in these regions after holding the validation workshop at federal level.

3.3 Other third parties involved (including other donors, other government agencies or local government units, NGOs, etc.)

BMM has reached out to a multitude of actors engaged, interested or concerned with the programme implementation. The EU Delegations, the German Embassy as well as other Member State Embassies have been consulted and are briefed regularly in all partner countries. The cooperation is productive, fruitful and well received by all parties involved. In addition, meetings have taken place with relevant implementing agencies (public sector or NGOs) in the region. In Brussels, the BMM staff has reached out to key partners represented in Brussels (e.g. AU, ILO, UNHCR, etc.) to address and consult on programme coordination and possible synergies in the region. In addition, the Programme is relying also on research organisations active in the region most notably the RMMS. For example in Somalia, BMM is benefitting from and adopting the recommendations from a recent study conducted by the RMMS. The country specific engagements are listed below.

In **Djibouti**, BMM/GIZ has had meetings introducing the BMM Programme to multilateral agencies such as UNHCR, UNICEF, and FAO to investigate possible areas of cooperation.

In **Ethiopia**, governmental meetings have occurred with the Ministries of Foreign Affairs and Labour and Social Affairs, and with the Attorney General's Office (formerly the MoJ), particularly with the secretariat of the EATTF. In addition to the multilateral agencies mentioned in connection to neighbouring countries, BMM/GIZ has met with representatives from ILO, UNICEF, UNIDO, and UNHCR and with NGOs *Centro Studi di Politica Internazionale*, DRC, Save the Children, as well as with implementers of other programmes which are active in the region (e.g. Regional Development and Protection Programme), among others.

In **Eritrea**, BMM/GIZ is in close contact with the main UN agencies (UNDP, UNHCR, UNICEF) as well as with some government affiliated organisations (student, women and youth organisations).

In **Kenya**, the BMM team is engaged with a number of actors such as the KNCHR, the National Advisory Committee on Counter-Trafficking, the Refugee Affairs Secretariat, the International Rescue Committee, the ICMPD, the RMMS, the REF, the Embassy of the Kingdom of the Netherlands, the British High Commission, Salvation Army, HAART and IGAD.

In **Somalia**, the engagement with non-government actors and other partners is so far less developed, as are specific activities. BMM is still establishing contacts with the federal member states to facilitate a whole-of-Somalia coordination on migration management and TiP interventions. However, a future cooperation with non-government actors and CSO's is foreseen as it will only enhance the Programme's capacities to achieve tangible results.

In **Sudan**, BMM/GIZ has established strong working relationships with a couple of key international and national organisations dealing with migration issues. This includes UNHCR, JICA, Red Crescent, Sudan Organisation for Development, Save the Children, the African Centre for Justice and Peace Studies, the Sudan Center for Migration Development and Population Studies.

3.4 Links/ Synergies with other Actions/ Programmes

During the reporting period, the Programme has established contacts with the most relevant programmes implemented in the region and with potential synergies to BMM. The most prominent programmes are the AMMi programme implemented by EF and IOM as well as the IGAD Regional Migration Programme implemented by IOM. Furthermore, the individual IP make use of existing resources, knowledge and information within their own respective portfolios (e.g. GIZ makes use of logistical support from other programmes to access selected intervention areas and will identify fields of cooperation wherever feasible and useful).

BMM established strong ties with the EU-funded **AMMi** programme. The AMMi programme has some programmatic overlap with BMM, specifically concerning anti-trafficking efforts, direct support to vulnerable migrants, and improving MRCs, that will be sequenced through direct coordination and consideration of recommendations of AMMi to BMM. There is substantial geographical overlap as well, as both the AMMi and BMM programmes are active in northern Somalia, Djibouti, Ethiopia, Sudan, and Kenya. Due to these similarities in objectives and scope, GIZ and Expertise France have been working collaboratively to ensure that the two programmes do not duplicate activities and instead build upon the work of the other. This can be particularly seen in participation in each other's events, such as the joint workshop with the AMMi programme in Kenya and coordination with their training schedule and curriculum.

The **IGAD Regional Migration Programme** is of primary importance for the implementation of Component 1. The key result areas of the IGAD Regional Migration Programme are the following: 1) Supporting the establishment/strengthening of NCM on Migration; 2) Enhancing regional cooperation and dialogue on Migration through the Regional Consultative Process and the Regional Migration Coordination Committee; and 3) Capacity building and advocacy to address mixed migration in the Horn of Africa and to mainstream migration into development. Since IOM is the sole implementing agency of the programme, BMM is able to rely on suitable, complimentary advice on activities under C1.

On the regional level, there is an exchange of information and cooperation with the **AU** portfolio and in particular with the AU "Migration Fund" financed by BMZ. Another relevant programme with which coordination has started is the "Barriers to Bridges – Support to the AU Border Programme" (PN 12.9027.9).

In **Eritrea**, GIZ has started the project implementation of "Improving opportunities in non-formal vocational training" (PN: 16.1843.8). There is a strong working relation between BMM and the project in order to exchange ideas and to foster cooperation with the Eritrean partner. UNDP is also active in the field of vocational training which is financed with Norwegian and Japanese funds. The project is implemented in cooperation with the National Union of Eritrean Youth and Students and has established close links to the women association. Since the target group are vulnerable people, it is envisaged to intensify cooperation when BMM will start to define activities under Component 4.

In **Ethiopia**, the BMM team has been engaged with UNIDO and ILO regarding the on-going EUTF project "Stemming Irregular Migration in Northern and Central Ethiopia" to coordinate implementation. Cooperation in Ethiopia has not been limited to European programming, as

BMM/GIZ has reached out to the United States Department of State Bureau of Population, Refugees, and Migration as well as to the focal point for migration in the Embassy of Canada. These meetings were primarily to share information and to look for ways to coordinate BMM's interventions with those funded by the Americans and Canadians. The Programme will also make use of the GIZ portfolio in Ethiopia wherever useful and cooperate with the programme "Capacity Development in the Educational Sector" (PN 14.2007.4) in the field of vocational training.

In **Somalia**, first contacts have been established with a programme on "Sustainable Land Management" (PN: 15.2085.7) when addressing the aspect of alternative livelihoods and the use of land for farmers. Close links with the BMZ project on "Promotion of the Return of Somali Refugees with a community oriented Reintegration Approach" (PN 14.4053.6) will be established to coordinate activities in the region. Germany is presently planning a project "Reestablishment of the Vocational Training in Somalia (PN: 16.2104.4)" which is co-financed by the EU. BMM will establish contacts to identify possible areas of joint action. In addition, close coordination is ensured with the EUTF Programme 'Facilitating Sustainable Return through Laying Foundations for Somalia in the Horn of Africa' which is implemented by IOM.

In **Sudan**, BMM Programme is part of the focus area "Migration" within GIZ-Sudan's portfolio. Opportunities for cooperation have already been identified within the focus area Technical Vocational Education and Training and more particularly with the Project "Support for Reconstruction in Darfur" (PN: 13.2245.2). The idea is to create bridges between GIZ supported vocational training centres and the SSWA in order to promote the recruitment of qualified Sudanese workers and therefore regular migration in the countries from the Gulf.

4 Deviations or adjustments against planned activities

The following paragraphs highlight activities where there have been delays with the implementation and provide reasons why the delays have occurred. In addition, the Programme also introduces additional activities that have been brought forward by counterparts or been identified as beneficial for the implementation within BMM.

Delays

➤ Implementation of country package South Sudan

Due to the security situation in South Sudan, the Programme has not been able to conduct an appraisal mission nor any other activities during the reporting period. This has been previously addressed and agreed with the SC. The situation is being monitored by the GIZ Risk Management Office. Despite these delays, the Programme is maintaining contact and exchange with South Sudanese authorities in order to discuss possible opportunities to become engaged with South Sudan. In the upcoming months bilateral talks with representatives of South Sudan and BMM will be conducted to agree on a general way forward. Meanwhile activities have been planned by IOM under Component 2.

➤ Conclusion of the grant agreement between GIZ and UNODC

The grant agreement between GIZ and UNODC is in the final stages. The process has taken longer than originally anticipated due to the special status of UNODC as an UN organisation. This required the involvement of numerous departments on both sides as well as the EC to address various legal issues. However, preparatory measures as well as coordination of country activities have been proceeding in parallel to the conclusion of the contract. Currently, the grant agreement has to be finally approved by UNODC NY.

➤ **Carry out an appraisal mission to Uganda**

Uganda has been placed in the original BMM concept as a referral state as their migration management differs in many ways from the rather security-oriented policies of its neighbouring HoA countries. The appraisal mission has been so far postponed as priority has been given to the main countries of implementation. This allowed to first assess the needs in the main partner countries and compare to areas of learning and sharing to which Uganda can contribute. Due to the dire refugee situation in Uganda in the last year, an appraisal is planned to assess the support that BMM can offer Uganda especially in Component 2 and 3. The appraisal mission is currently scheduled to take place in the second quarter of 2017 and it is proposed to widen the scope to address needs from the South Sudan refugee crisis.

➤ **Implementation of country package Somalia**

Implementation has been hampered to some extent by the on-going security concerns in the country. In particular the planning workshop needed to be postponed several times due to the effects of the presidential elections that took place in February 2017. These delays impacted on progress in regard to identification of actors, activities and needs.

Possible additional activities for BMM implementation

During the course of the reporting period, a number of activities have been brought forward by the counterparts or taken shape through changes in the implementing context. The below activities are all connected to existing components in the logframe and hold opportunities for the Programme to become further engaged in the region. Two are listed below as they offer opportunities that go beyond the existing framework within the BMM. Others might become more concrete during the next reporting period and will be reported through the existing communication channels.

➤ **Facilitating the establishment of a Migration Training Institute in Kenya (Component 1)**

At the request of the Government of Kenya, GIZ in cooperation with IOM will under BMM support the establishment of a Migration Training Institute to foster a whole-of-government approach to migration. The institute will initially focus on developing a flagship post-graduate course on a whole-of-government approach to migration. Eventually the Government of Kenya envisages a stand-alone facility that hosts all migration related academic and practical training including a migration data centre which supports policy making with statistical data

and research. Activities that prepare the ground for a wider engagement on this are already taken up by the BMM during this implementation period.

➤ Expanding the engagement in Uganda (Component 2 and 3)

The continuous influx of refugees to Uganda in the last 24 months, mainly from South Sudan, but also from the South, brought the migration management/governance capacities of Uganda to its limit. A BMM mission to assess possible support needs in the C2 and C3 areas as part of the originally planned appraisal mission are proposed in order to support the Government of Uganda.

5 Programme management and monitoring

This chapter addresses programme management, monitoring & evaluation (M&E) and the steering structure as well as provides an overview of the developments during the reporting period.

5.1. Programme management

During the reporting period, BMM has been able to compound its complex structure by bringing the IP on board, establishing a physical presence in almost all partner countries, and pursuing the nomination of the relevant political counterparts throughout the Programme.

BMM and its subsequent programme management structure were set up based on the following contractual arrangements between the commissioning parties and GIZ:

- the signing of the delegation agreement between the European Commission and GIZ on April 04, 2016;
- the commissioning of GIZ by the Federal Ministry for Economic Cooperation and Development (BMZ) on December 16, 2016; and
- the scheduled addendum of the delegation agreement between the European Commission and GIZ.

The Programme structure was initiated by the establishment of the Programme Management Office in Brussels by the lead agency GIZ in July 2016 and has been approved by the SC in November 2016. The Programme Director had fully joined by mid-August 2016. Furthermore, a Project Coordinator, a Financial Manager, a Communication Officer as well as an Office Manager (50%) were hired to complete the team in Brussels. The Brussels office is responsible for the overall steering of the Programme. This includes maintaining a constant dialogue with the EC and the BMZ, ensuring the programme implementation along the Description of Action with a particular focus on the regional level, coordinating between the IP and GIZ internal departments and managing the implementation of the communication and visibility concept, as well as monitoring the general activities that the regional offices are taking on/conducting.

The regional offices have been established in Nairobi (Kenya), Khartoum (Sudan) and Addis Ababa (Ethiopia) in November 2016 headed by Regional Coordinators. The Regional Coordinators are responsible for Kenya/ Somalia, Sudan/ Eritrea and Ethiopia/ Djibouti

respectively. The regional offices are managing the implementation of the GIZ activity packages and the overall monitoring of the progress of implementation for the country packages.

The sub-contracting of the IP was realized in a two-step approach. Grant agreements were negotiated and concluded with British Council, Expertise France and IOM; whereas CIVIPOL and the Italian Department for Public Security expressed the wish for service contracts. These will be concluded on needs basis as per annual work plan and will be based on detailed terms of reference. CIVIPOL has already signalled during the reporting period its commitment to two activities, A 2.1.4 and A 2.3.2 and the Division of Labour has been amended accordingly. The formulation of the terms of references for the service contracts will be led jointly by GIZ and the respective Result Responsible as per Division of Labour in order to ensure full alignment and complimentary of action to planned activities of EF, GIZ, IOM and UNODC.

The IP British Council, Expertise France, UNODC, IOM as well as GIZ have by the end of the current reporting period, a well-established presence in the field. Presence in Eritrea - through GIZ and UNODC - is currently being established. The details can be taken from the table below:

BMM staff present in partner countries

Country/IP	IOM	UNODC	EF	BC	GIZ
Djibouti	X				X
Eritrea					
Ethiopia	X	X	X		X
Kenya	X	X		X	X
Somalia	X	X			
South Sudan	X				
Sudan	X	X			X

Each IP has a respective BMM project coordinator who is responsible for implementation. Expertise France has engaged a BMM Project Coordinator who is based in Addis Ababa, Ethiopia. IOM is in the process of recruiting a BMM Project Coordinator, while UNODC has already designated a BMM Focal Point based in Nairobi, Kenya. Within British Council, responsibilities for BMM remain with their office in Nairobi, Kenya.

The Programme has followed-up diligently on identifying and formalising nominations for official political partner institutions for BMM in each of the partner countries. Briefings with national partners as well as the identification of a political partner for BMM have taken place in all countries, although official endorsements still have to be finalised in most of the partner countries, with the exception of Somalia and Eritrea.

BMM political partners by country

Country	Political Partner
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Djibouti	Office of the President (tbc)
Eritrea	Ministry of Foreign Affairs
Ethiopia	Attorney General's Office (tbc)
Kenya	Ministry of Interior (tbc)
Somalia	Ministry of Internal Security
South Sudan	TBD ¹¹
Sudan	Ministry of Interior (tbc)

5.2 Programme monitoring and evaluation

The Programme has focused in its first year of implementation in designing and testing an inclusive annual work plan format with an integrated monitoring mechanism. Planning workshops have taken place in a two-pronged approach. Firstly, they were conducted jointly with the IP and counterparts with the objective to familiarise the key stakeholders with the content and objectives of the Programme. Secondly, internal planning workshops were facilitated among the IP to discuss, align and consolidate activity planning for the next reporting period (01.04.2017 – 31.03.2018). In addition to these workshops taking place on country level, a regional workshop was held in March 2017 with participation of IOM, UNODC, IGAD and the AU. The aim was to discuss the way forward for BMM on a regional level.

The results from and agreements reached in the planning workshops have cumulated in the annual work plans 2017/18 which are annexed for each country to this report. The annual work plans are structured by the results listed in the logframe and display planned activities with timelines and responsibilities per country.¹²

The progress towards the achievement of the results is monitored in form of an MS Excel sheet. Activities and result indicators are tracked through the traffic light procedure in which green, yellow or red indicate the status of completed, in progress or delayed respectively. This allows for quick, target-oriented interventions by the Programme Director and timely reporting to the SC. Whereas the Regional Coordinators are responsible for the monitoring of the implementation of the country packages, the Brussels office monitors the progress of the overall commission and observes regional cohesion of activities. In addition, the BMM Programme monitors regularly its financial expenditure to ensure informed and timely decision-making about activities and possible adjustments.

Monthly monitoring meetings are being organised by the Regional Coordinators either in meetings or through video conference, starting in April 2017. This allows bundling of resources for upcoming activities, developing mitigation strategies for delays and sharing information beneficial to all IP. The updated monitoring matrixes on country level are being shared on a monthly basis with the Brussels office. The progress is communicated in a

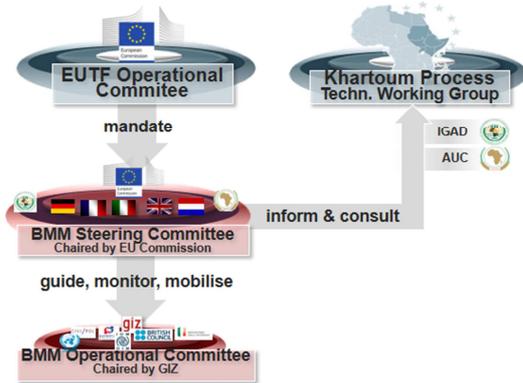
¹¹ South Sudan is currently not addressed due to the security situation.

¹² Please note: The activity numbers in the AWP 2017/18 do no longer correspond to the original activity numbers in the logframe since they have been upgraded for content and broken down to suit the status and needs of each partner country.

restricted status report for the SC Members and a newsletter for the general public on a quarterly basis.

5.3 Programme steering structure

The body responsible for the political steering of BMM is the EUTF Operational Committee. It also mandates the BMM SC. Members of the SC are at present the EC, Germany, the United Kingdom, France, Italy and the Netherlands. Observer status has been granted to the African Union and IGAD. The SC oversees and guides the Implementing Partner Committee.



The European Commission functions as the intermediary between the BMM SC 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 operational staff of the designated IP constitutes the BMM Implementing Partner Committee. Chaired by the GIZ Programme Director, this includes British Council, CIVIPOL, Expertise France, IOM, the Italian Department of Public Security and UNODC. The implementing level is tasked with operational steering of BMM, i.e. the coordinating of the Implementing Partnership. It facilitates the close collaboration between IP, so that all IP act as one unified programme body following an integrated approach.

During the reporting period, the SC has been convened four times. The Netherlands have replaced Malta in its membership due to changes in the SC in the Khartoum Process. In addition to the AU, IGAD has been granted an observer status. Between the IP an initial workshop took place in October 2016, whose general cooperation agreements were the basis for the subsequent contractual agreements between GIZ and the IP. In addition, an implementing manual to guide the coordination between the IP was developed.

6 Visibility

The Programme has been implementing a Communication and Visibility Concept which has been formally approved by the Steering Committee in November 2016. The concept describes a clear and efficient process for communication and visibility of BMM. It includes a definition of the mandates and responsibilities of the actors involved as well as outlines the key messages, target groups, available materials and appropriate channels of communication. The successful implementation of the communication concept will be ensured by a BMM Communication Officer based in GIZ's Brussels office.

The visual representation of BMM including logo setting has been conceptualised and mainstreamed throughout the Implementing Partnership targeting a consistent image to



external audiences. Standard communication materials such as factsheets and newsletters have been produced and are available for download on the EU, GIZ and Implementing Partner's webpages. In addition, GIZ has initiated various communication activities for BMM in close collaboration with EU and BMZ targeting different stakeholder groups: parliamentarians, CSO and the media. The events were attended by a wide range of critical and interested representatives of the respective organisations and media outlets. In sum, although the criticism on certain specifics in the Programme remains, the general exchange with the media and political representatives has become more fruitful and productive with the possibility to jointly discuss risk and challenges of the Programme rather than BMM only defending itself. Future events where BMM will be presented include the European Development Days in June and a follow-up meeting with CSOs in Berlin in July 2017. Furthermore, BMM makes use of broadcasting its success stories as for example through IOM's website for the successfully implemented AVR measures. In addition, BMM IP have started to design their respective BMM web presence.