

Final Internal Evaluation Report

Better Migration Management EUTF Program

IOM Implementation of Phase I

AN INTERNAL REVIEW OF ACHIEVEMENTS (JANUARY 2016 - June 2019)

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LIST OF ACRONYMS

AU African Union

<i>AVRR</i>	Assisted Voluntary Return and Reintegration
<i>AWP</i>	Annual Work Plan
<i>BMM</i>	Better Migration Management Programme
<i>BMZ</i>	Federal Ministry for Economic Cooperation and Development
<i>BC</i>	British Council
<i>BOLSAs</i>	Bureaus of Labour and Social Affairs- Ethiopia
<i>CIVIPOL</i>	Technical cooperation operator of the French Ministry of the Interior.
<i>CoPTIP</i>	Coordination Office for Prevention of Trafficking in Persons- Uganda
<i>CSO</i>	Civil Society Organization
<i>DNPI</i>	Directorate of Nationality, Passport and Immigration- Ministry of Interior
<i>GCM</i>	Global Compact on Migration
<i>GPND</i>	General de la Police Nationale Djibouti
<i>EATTF</i>	Ethiopian Trafficking Task Force
<i>EF</i>	Expertise France
<i>EU</i>	European Union
<i>EUTF</i>	European Union Emergency Trust Fund (for Africa)
<i>FDG</i>	Federal Government of Somalia
<i>GIZ</i>	Deutsche Gesellschaft für Internationale Zusammenarbeit
<i>HoA</i>	Horn of Africa
<i>HoAI</i>	African Union Horn of Africa Initiative
<i>IGAD</i>	Intergovernmental Authority on Development
<i>IOM</i>	International Organization for Migration
<i>IBMC</i>	Integrated Border Management Committee
<i>IP</i>	Implementing Partner
<i>JI</i>	Joint Initiative
<i>KII</i>	Key Informant Interview
<i>M&E</i>	Monitoring and Evaluation
<i>MMTF</i>	Mixed Migration Task Force
<i>MRC</i>	Migration Response Center
<i>MTR</i>	Mid-Term Review
<i>NCCT</i>	National Counter Trafficking Committee
<i>NCM</i>	National Coordination Mechanism
<i>NGO</i>	Nongovernmental Organisation
<i>PM</i>	Program Manager
<i>TiP</i>	Trafficking in Persons
<i>ToC</i>	Theory of Change
<i>ToT</i>	Training of Trainer
<i>SoM</i>	Smuggling of Migrants

<i>SoP</i>	Standard Operating Procedures
<i>VoT</i>	Victims of Trafficking
<i>UNODC</i>	United Nations Office on Drugs and Crime
<i>UNTOC</i>	United Nations Convention against Transnational Organized Crime

1. EXECUTIVE SUMMARY

This is an internal evaluation of IOM activities within the Better Migration Management (BMM) project. BMM is a multi-partner project funded by the EU Trust Fund for Africa and managed by GIZ. IOM is one of the main implementing partners for the project along with GIZ, UNODC, Expertise France, Italian State Police, CIVIPOL and the British Council.

The project was launched in 2016 and is implemented within the framework of the Khartoum Process. The Khartoum Process was launched at a Ministerial Conference in November 2014 in Rome. It is led by a Steering Committee comprised of five EU Member States (Italy, France, Germany, UK, and Malta), five partner countries (Egypt, Eritrea, Ethiopia, South Sudan, Sudan) as well as the European Commission and the AU Commission. The Khartoum Process is a sustainable regional dialogue on migration and mobility to address the root causes of irregular migration and mixed migration flows in a comprehensive and balanced way enhancing the current cooperation, including through the identification and implementation of concrete projects.

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

The intervention logic is based on four components:

- (1) support for policy and legislative development and harmonization for better migration and border governance;**
- (2) capacity building in the form of training, technical assistance and the provision of appropriate equipment to those implementing migration related policies;**
- (3) support to the identification, assistance and protection of migrants in need; and**
- (4) Awareness-raising with regards to alternative livelihood options, including safe migration.**

BMM overall project budget amount to €40million, where IOM was allocated € 10,387,300.

Evaluation Purpose and Scope

This review provides findings, conclusions, recommendations and lessons learned from implementation of this Phase, with the objective to improve IOM performance in the next BMM Phase. The review assessed IOM’s progress and achievements from the start of implementation of BMM in 2017 to May 2019. The countries assessed were: Djibouti, Ethiopia, Kenya, Uganda, Somalia, Sudan and South Sudan. The evaluators could not conduct field visits in Somalia and Sudan. The evaluation for Somalia was conducted through skype calls and interviews with Government Officials that attended BMM meetings in Nairobi. The evaluation for Sudan was conducted through desk review and information from RO Project Staff. Due to limited time, the evaluation team was not able to visit all the implementation sites of

different BMM Components. The review considered OECD/DAC evaluation criteria¹: relevance, effectiveness, efficiency, sustainability, impact and lessons learned. IOM cross cutting principle of gender was included in data collection and analysis.

Evaluation Methodology

Qualitative and quantitative methods were used to obtain information: (1) document review of Annual Progress Reports; external evaluation report for BMM; (2) key informant interviews: completed face-face in Ethiopia, Djibouti, Kenya, Uganda, South Sudan and the Regional Office with IOM staff responsible for the project implementation as well as governmental counter parts, donor and other stakeholders. Skype interviews were completed for Somalia (Bossaso, Hargeisa and Mogadishu). The evaluators relied on document review and RO staff interviews to gather data from Sudan.

The analysis of the data obtained drawn into a set of findings and recommendations that the evaluation team separated country wise.

Findings and Conclusions

Relevance	<p>The evaluation team noted evident ownership of the project by most governments of the BMM implementing countries although few governments expressed lack of consultation at the inception stage of the project. Countries like Kenya and Uganda demonstrated leadership in the selection of activities implemented under BMM based on national priorities.² For example in Kenya, highest level of immigration office communicated priority needs to Chief of Mission of IOM. Further, BMM activities were coordinated through the National Coordination Mechanism (NCM) secretariat. Another example is Uganda where labor migration activities focusing on protection of migrant workers abroad were government driven. However, a few government officials (Uganda, Ethiopia, and Somalia) expressed concern about fitting activities in what they perceived to be a pre-determined framework. Additionally, BMM interventions are in alignment with global and regional strategies such as IGAD Regional Migration Policy Framework, AU Horn of Africa Initiative, SDGs, MiGOF, GCM, AU Agenda 2063, and AU free movement protocol, among others.</p> <p>At the same time, the evaluation observed some gaps in the design of phase I. (i) Theory of Change for IOM activities could have been specifically articulated in IOM project document; (ii) IOM should have focused efforts on selected results where it had a niche under BMM, ; (iii) Lack of clarity in the division of labor leading to overlaps in implementation with BMM partners, particularly component 1 and 3; (iv) Country specific context could have better informed prioritization of activities; (v) Log frame indicators, targets and data collection could have been clearer; (vi) Selected activities were not comprehensive to achieve the planned outputs. For example, IBM activities at mission level were not fully aligned to IBM pillars established in the 5 year IBM HQ</p>
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¹ For more information please refer to : <https://www.oecd.org/dac/evaluation/49756382.pdf>

²

	strategy. ; (vii) Low allocation of funds for human resources; (viii) No clear strategy on gender mainstreaming (ix) risks analysis and mitigation of risks
Effectiveness	<p>The project has largely achieved targets for Component 3 (Output 3.1 and 3.3). IOM is behind schedule for Component 1 on Development of Migration Policies (2 achieved out of 3 of the 4 targeted Khartoum process member states: Ethiopia, Djibouti, Kenya and Sudan). However, Migration Policy in South Sudan that was initiated by Japanese funding was finalized through BMM funding. Under Component 2 Djibouti, Kenya, South Sudan, Somalia, Sudan and Uganda have implemented activities to strengthen IBM. However, the outcome indicator was not clear, making it difficult to measure its achievement. Implementation challenges affected achievement of results. For instance, lack of timely planning of activities and implementation delayed results and narrowed the scope for follow ups that could add value to programmatic interventions; for example activities related to MRCs (MRC assessments), mobile patrols and assistance to vulnerable migrants (Somalia and Kenya) were significantly delayed and only implemented in the last six months of the project leaving very short time for targeted follow ups and proper assistance to those in need. Furthermore, planned research to support migration policy/migration governance developments were not realized due to country specific contexts and other coordination factors, failing to inform the policy formulation processes in the respective countries.</p>
Efficiency	<p>The evaluation identified: (i) Good mechanisms to ensure project efficiency, such as: a structured project management team in RO; finance and project monitoring processes; and (ii) Cost sharing and synergy with other programmes. (iii) All country offices have coordination focal points except Somalia. Coordination between RO and country offices has improved gradually; while decision making and financial monitoring has improved over time.</p> <p>There were challenges to meet implementation targets for the initial two and a half years of the project but Phase I implementation has greatly improved since January 2019. The two and a half year burn rate (April 2016 to Dec 2018) was at 50% while the June 2019 burn rate averaged 90%. However, the below gaps were noted to have affected efficiency : (a) Slow procurement procedures, delayed recruitment, insufficient funds for staff (b) Financial monitoring has improved, but more needs to be done at country level; (c) Lack of dedicated project staff and relatively high turnover of staff ; (d) Cost effectiveness regarding P staff vis-à-vis national staff could be better analyzed in particular with a lens of building local capacities in the region; (e) IOM can do better to improve communication in the RO team and with the country offices; (f) Although coordination has improved, communication and trust, within the RO team, and between RO and country offices can be further improved. Coordination, communication and trust between IOM and GIZ has improved over time, particularly in the last year of implementation, laying the ground for improved/effective collaboration in the following Phase II. (g)Even though consultations took place in the design phase; some missions could not implement all activities that they had committed at the early stages, due to external factors including changing political landscape such as Sudan and lack of government ownership. The declaration of state of emergency in Ethiopia, greatly slowed activity</p>

	<p>implementation. (h) Minimal M&E activities: Monitoring was mostly activities focused and less on results and risks. Although this was a weakness of overall BMM program design, IOM could have utilized its own internal monitoring guidelines. An internal review was only decided during the last 6 months of the project to see into impediments and solutions offered in order to ensure proper closing of the project and future implementation. (i) The overlap in IOM mandate vis-à-vis division of labour between IOM and other IPs as well as weak coordination among the BMM IPS in some countries caused confusion. Governments were unable to understand who was responsible for which activity, which delayed approval for implementation of some IOM activities under BMM in some countries.</p>
<p>Sustainability</p>	<p>It is premature to determine the sustainability of the project and activities implemented by IOM.</p> <p>In the overall project design, Component 1 on Policy Harmonization and Component 2 on Capacity Building are core to sustainability. These components are in line with regional initiatives such as IGAD migration policy programme and HOA initiatives which give governments mandate and ownership of the results. However, further efforts are needed at country level to attain planned targets for outcomes under Component 1 and 2.</p> <p>Good practices noted include: (i) Government ownership and commitment, such as Kenya Institute of Migration Studies, (ii) Trainer of Trainer (TOT) Trainings, (iii) IOM BMM activities leveraged on other on-going IOM programs which is likely to ensure the continuity beyond BMM.</p> <p>The evaluation identified the below gaps: (i) Few activities geared towards sustainability; (ii) Component 3 was mostly implemented by IOM with limited contribution from Government and other actors, such as NGOs and Civil Society. IOM could further strengthen collaboration with government and other actors including capacity building; in (iii) Government dependency on IOM funding for activities; (iv) No extensive impact evaluation and follow up mechanisms for the trainings.</p>
<p>Impact</p>	<p>IOM secured Government interest in migration management; IOM made a significant progress in implementation in migration areas such as through expansion of CT, Protection and MRCs support. The finalization of Migration policy in South Sudan was an unplanned positive result of BMM; In Djibouti, the Medical Referral Systems (MRS) improved the health care in the area outside of the MRC and changed the perception of communities towards migrants.</p>

Recommendations

Theory of Change:

- IOM and BMM partners could consider articulating the overall objective of BMM Phase 1 to be more realistic. BMM Member States are at various levels of development with migration prioritized differently. A more realistic and achievable and realistic goal could better define the

focus of the project. It appears combating human trafficking and smuggling are the most immediate pressing priorities and therefore more attention should be on related legislation. Though critical, too much focus on migration policy formulation where countries are not ready removes attention from this immediate need. IOM should articulate its own theory of change linked to the overall BMM intervention logic. Lack of common understanding of how the programme works/should work to lead to desired change, can result in individuals and programs operating upon differing assumptions without realizing this, often leading to working at cross purposes.

Strategic programming:

- IOM to focus on high impact results. Whereas BMM provides flexibility in programming, IOM should focus efforts on selected results under BMM where it has a clear competitive advantage according to its mandate and relevant capacities on the field. IOM could consider what can be realistically implemented under BMM depending on the resources provided in BMM II and on the country context. Expand focus beyond training to tangible support e.g. infrastructure, equipment; sustainable capacity building initiatives e.g. immigration courses, capacity for policy formulation; initiatives to address root causes etc. However this should be tailored to country contexts and readiness of governments to foster ownership. A one size fit all approach to IBM, policy harmonization or protection has caused delays in some countries.
- There is need to consider a different approach/scope of activities for fragile states such as Somalia, South Sudan and Sudan given the political dynamics. In addition, IOM should consider funding of core positions fully not to compromise project efficiency (under BMM Phase II). Rethink focus of component 2: whether scaling up MIDAS, or strengthening IBM/OSBP broadly. In addition, position labor migration initiatives better in design of BMM II. Finally, clearly define results for safe Maritime migration engagement.

Policy Harmonization:

- IOM could strengthen the synergies with other IOM projects as well as other BMM partners in component 1. IOM should determine whether this could continue under BMM and/or other projects. In addition, migration governance and policy harmonization processes are lengthy. Consider indicators that measure policy development process to demonstrate BMM contribution. For example, create synergies with Migration Governance Index (MGI) initiative. It could be beneficial to liaise with policy specialists in IOM for systematic support for policy formulation. IOM should strengthen its expertise to provide technical guidance to governments on policy formulation and adaptation processes and not limit support to funding to meetings and in a few researches. RO should have this as one of the expertise to support country offices.

Capacity building:

- Include specific indicators to assess the result of trainings conducted and link to outputs and overall outcomes. Whereas trainings were done for officials under the three components, there were no corresponding indicators related to the trainings. IOM could conduct pre and post

assessment and post training follow ups to assess the impact of trainings so that it can build further its future interventions.

Reintegration:

- IOM should put in place improved reintegration processes; establish follow-up procedures; enhance innovation by offering more sustainable solutions; identifying the root causes of irregular migration and take action based on the findings.

Government ownership:

- Engage government authorities at highest political authority for their buy in and subsequent support of the activities to promote ownership. Engagement should not be in selection of activities, but having governments on the table at visioning stage as much as possible. Having member state institutions such as IGAD, AU, EAC on board at design stage could strengthen the design of interventions as they are key stakeholders. Consider BMM steering committee that brings in government and BMM partners;

Management and coordination:

- Strengthen regional coordination with country offices: set approval procedures, and operational rules with regards to the implementation of the activities; dedicated professional management and project staff at RO and CO level (undedicated staff, lack of responsibility and accountability and late changes compromised programme efficiency).
- Agree on RO and CO roles in implementation (oversight and technical guidance vs autonomy) to address perceptions of micro-management. It is difficult to distinguish RO oversight role in regionally coordinated projects with implementation at country level (Countries could be given full programmatic autonomy with RO providing oversight, technical guidance, policy direction, overall donor liaison). The action is at country level not RO. COMs should not be isolated in the bigger scheme of planning to ensure accountability and alignment of BMM activities to IOM country priorities and reflect national government plans and priorities;

Empower country offices:

Streamline reporting structures- Agree on a workable coordination structure at country office level, with clear accountability mechanism/leadership designed by country offices themselves; Re-think Somalia BMM project management structure and reporting lines. Reconsider coordination of activities(both internal, and with government); Ensure dedicated and competent core staff e.g. project managers, technical staff, finance etc.; Strengthen role of project managers in financial controls-;

Institutionalize learning:

- Have an action plan or a different mechanism on how to implement knowledge acquired during the trainings, bench mark visits/study tours. RO should establish guidelines that will ensure effectiveness of bench marking visits; consider exchanges with countries within the African region with related contexts. Analyze cost-effectiveness of study tours and staffing models; define technical expertise requirements for different staff positions and consider training of staff; review consultant recruitment procedures

Communication:

- Inculcate teamwork: common narrative in RO and country offices about BMM. For instance in engagement with GIZ, donor, and governments; strengthen communication with donor and IPs to address tag of being non-transparent –potentially establish protocols for sharing information which should be known to IPs. Build trust within RO team, and between COs and RO; enhance RO and COs communication;
- Establish dispute resolution and crisis management mechanisms; address duplication of roles (clear TORs); define leadership, and assign accountability and responsibility parameters to PMs and RMOs involved in implementation.

Sustainability:

- Articulate sustainability strategy, such as: clear indicators and targets; tracking in annual work plans.
 - Design a concrete sustainability plan for capacity building: for example, plan refresher courses, conduct evaluation of behavior change, organize trainings of trainers etc.
 - Re-think sustainability of component 3: Building government leadership; engaging other actors such as civil society.
 - Advocate for government funding/budget for migration management:

Gender mainstreaming to be strengthened. Needs sufficient indicators and activities inclusion in monitoring;

M&E:

- Articulate strategy. Each country office should have a separate RM and targets to track their contribution to the overall BMM project.
- Ensure sufficient and **SMART** indicators.
- Establish baselines, realistic annual targets.
- Build M&E capacity of PMs and RMOs.
- Ensure sufficient tools to track and report on results.

2. INTRODUCTION

2.2. Background and context

BMM at a glance³

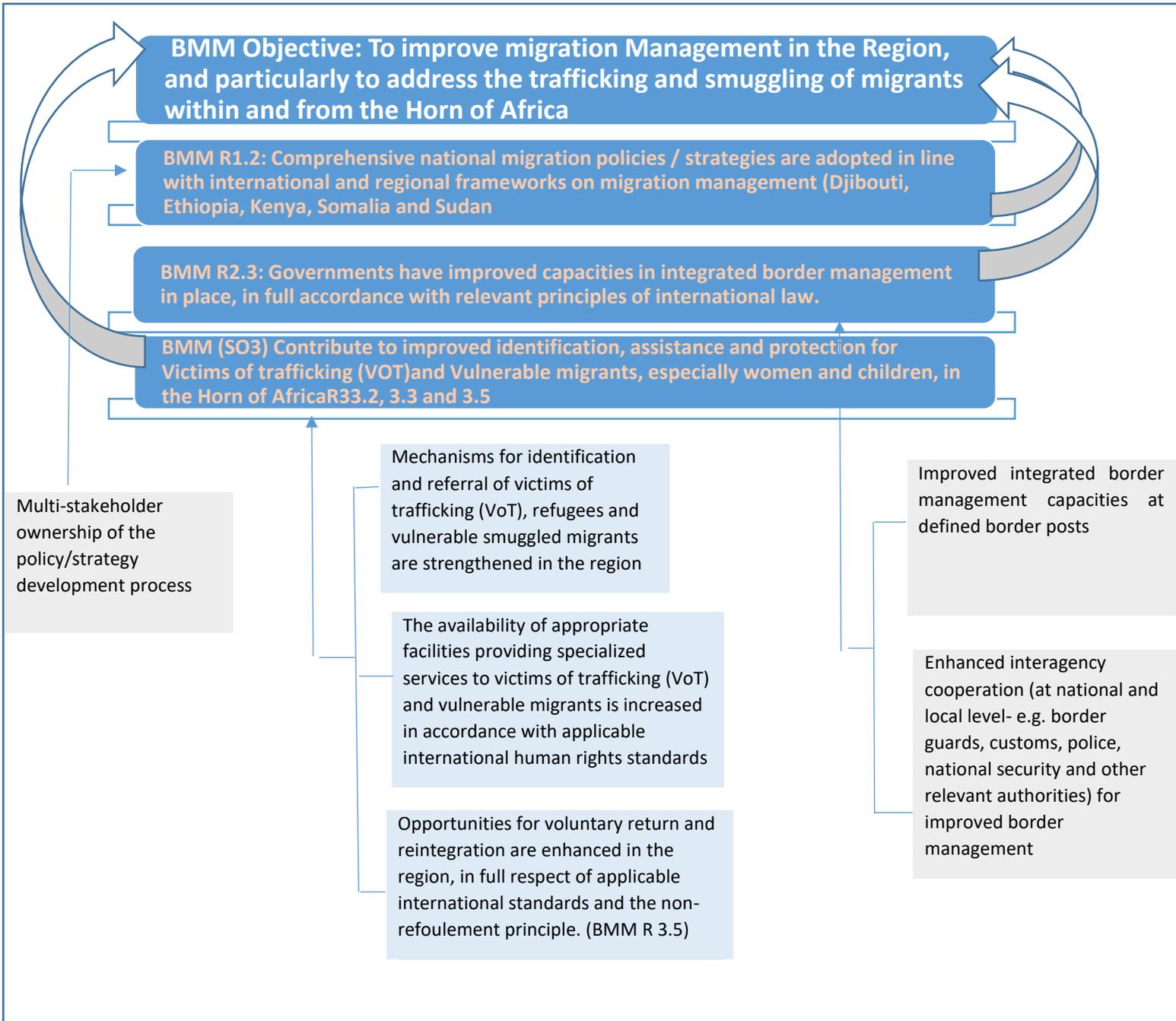
I. Project Data	
Project Title	East and Horn of Africa: IOM's Contribution to the Better Migration Management Program
Project Code:	CT. 1064
Geographical coverage:	Djibouti, Ethiopia, Kenya, Uganda, Somalia, South Sudan and Sudan
Donor	EUTF and BMZ
Coordinator	GIZ
Implementing Partners	GIZ, IOM, UNODC, EF, BC, CIVIPOL and Italian State Police
Beneficiaries	Governmental officials, immigration officers
Sector	Public sector policy and administrative management
Total budget in Euro –IOM RO	10,387,300
Management site	Nairobi
Duration	20 months (1 April 2016- 31 December 2018)
Monitoring evaluation	July 2019
Monitoring team	Angeline Wambanda, Meri Fukai and Edlira de Andrés
II. Financial Data	
Primary commitment	Euro 10,387,300
Other funding/ donors	N/A
Total budget of operations (Staff, office + operational)	9,707,757.000
Financial data	July 2019

This programme is implemented within the framework of the Khartoum Process which is an inter-regional process that aims at establishing a continuous dialogue for enhanced cooperation on migration and mobility, while identifying and implementing concrete projects to address trafficking in human beings and the smuggling of migrants and thus giving new impetus to the regional collaboration between countries of origin, transit and destination regarding the route between the Horn of Africa and the European Union (EU). BMM programme takes a regional approach and aims to provide capacity building to improve migration management, in particular to prevent and address irregular migration, including smuggling of migrants and trafficking person.

³ IOM PARF and BMM Description of the Action.

IOM first learned of the BMM programme in early 2016 through RO Brussels. At this point, the EU had already taken the decision to designate GIZ as the main coordinating entity and had invited EU member states of Germany (which is a co-donor to the project), France, Italy and the UK to designate implementing partners (primarily national development agencies) for the program and to be part of a political Steering Committee for the intervention. IOM through coordinated lobbying efforts with the EU at Brussels levels, in bilateral discussion with GIZ and Italy (through IOM Rome) managed to be invited as a partner to appraisal missions that were conducted in April and May 2016.

The overall BMM logframe is found in the Annex of this report. IOM is responsible for the following results:



2.3. Purpose of the Evaluation

This internal review/evaluation has been commissioned by the Regional Office to analyze successes, gaps and challenges in implementation of the Regional EUTF –BMM programme. The findings and recommendations will guide RO and Cos in the design and implementation of BMM phase II.

2.4. Evaluation criteria (Refer to details in Annex)

Relevance: To what extent is the project relevant to global/regional/country and beneficiary needs?

Effectiveness: To what extent has the project been effective in achieving its objective and outcomes?

Efficiency: To what extent has the project has been efficient in achieving its objectives?

Sustainability: To what extent is the project is sustainable?

Lessons Learned: What are lessons learned from implementation, which can inform future changes to design and implementation of IOM activities in BMM?

2.4. Methodology

This evaluation was conducted by a team of internal evaluators comprising the Regional M&E Officer; Regional Humanitarian Support Officer and BMM consultant. The evaluation used qualitative and quantitative methods (to a small extent) to collect data. Data collection consisted of document review and key informant interviews. More details on methodology are found in the annex section of this report.

Data analysis and rating of findings was based on a judgement scale below.

Table 2: Data analysis scaling (Judgment Scale)

Evaluation Criteria Scaling		Explanation
5	Excellent (Always)	There is an evidence of strong contribution and/or contributions exceeding the level expected by the intervention
4	Very good (Almost always)	There is an evidence of good contribution but with some few areas for improvement remaining
3	Good (Mostly, with some exceptions)	There is an evidence of satisfactory contribution but considerable requirement for continued improvement
2	Adequate (Sometimes, with many exceptions)	There is an evidence of some contribution but significant improvement required
1	Weak (Never or occasionally with clear weaknesses)	There is low or no observable contribution

Limitations

- The evaluators could not conduct field visits in Somalia and Sudan. The evaluation for Somalia was conducted through skype calls and interviews with Government Officials that attended BMM

meetings in Nairobi. The evaluation for Sudan was conducted through desk review and information from RO Project Staff.

- Due to limited time, the evaluation team was not able to visit all the implementation sites of different BMM Components. It used desk review and key informants data to fill in information gaps.

3. FINDINGS

Relevance

Was the project design and strategies used relevant to the respective government needs and priorities?
Was the design in line with beneficiary-identified needs and priorities?

Relevance to country priorities.

The evaluation established that the design and selection of IOM activities had the support of majority of governments and responded to prevailing migration needs on the ground.

The overall BMM project conceptualization and design was done by RO and BMM partners –GIZ, UNODC, EF and others in late 2015. The Programme was designed by a tripartite team of IOM RTSs; RO IBM RTS, Nairobi MAD RTS and RO Cairo IBM RTS which undertook consultative meetings with the BMM targeted missions. During the appraisal missions, all RTS coordinated extensively with the IBM and CT focal points in the various missions as well as amongst themselves/ across thematic areas. This also included constant coordination across the three ROs involved (Brussels, with a key role in liaising with the EU and GIZ, Nairobi and Cairo, respectively). Country missions were provided with a matrix to provide country priorities. Interviews with key informants at IOM country offices and key government officials confirmed that missions and respective governments were well consulted and selected activities were aligned to current needs. IOM was noted to be quite adaptive to changing contexts at national level as demonstrated by its continuous annual appraisal workshops with government counter parts and country offices for identification of needs. A respondent in Kenya noted: *“They involve the department from onset in identification of needs. We write through the Permanent Secretary to IOM chief of mission on the project we want to be supported on. The government budgetary allocation is never enough – IOM has come in very handy to fill the gaps”.* (KI, Immigration).

Consistent with the BMM mid-term evaluation, this evaluation established that the design of interventions was primarily needs based. As stated in the report: “needs assessment and programme-wide guiding analyses enabled the programme to be mostly relevant to programme beneficiaries, the operating context and its overall objective of improving migration management.”⁴ IOM and BMM partners jointly conducted appraisal missions to BMM countries to identify needs and project beneficiaries. The input from consultations with government and missions was used to refine the description of action (DOA) in the project document. This process has continued throughout implementation of the project. As reported in the BMM mid-term report, IOM participated in BMM annual work planning workshops with government and non-government partners in 2017 and 2018. Outcomes of the workshops were: updated needs assessments and draft annual work plans (AWPs) but also setting goals for the next year. The exercise enabled better understanding of the BMM project by national partners.⁵

⁴ BMM MTR Report.

⁵ Ibid

IOM held its own specific workshops for needs identification. As explained by a key informant: *“For IBM their theme is to work with the government to articulate their needs which doesn’t necessarily mean you should fulfill everything and actually give them money for everything but means you should have a manual which says I have for example 20 needs from Kenya and if you need to prioritize we can address it.”*⁶

The evaluation found examples of good practices particularly under Component 2 and 3 in design of services that were relevant to beneficiary needs. Generally, there was continuous assessment of needs of beneficiaries and adjustment of services according to the beneficiary preference. For example in **Ethiopia**, Migration Response Centre (MRC) staff conducted formal and informal assessments of *“each activity in order to identify what can be improved.”*⁷ Specifically, in 2018, IOM carried out a field assessment workshop with government officials which: identified the magnitude and trend of migration in Semera and the Galafi Border post; conducted a capacity assessment of the existing EMRC in Semera and identified gaps in providing much needed services to vulnerable migrants; and assessed the capacity building needs of the EMRC management committee and suggested mechanisms to address these needs.⁸ This enabled tailoring of package of services offered at the EMRC. In Ethiopia, a key informant confirmed that in Galafi, several trainings were done by IOM on the human trafficking. The selection of topics was based on needs assessment.

In **Djibouti**, a government official mentioned that BMM responds well to the needs and priorities of government, and that is the reason for example for component 3, IOM Djibouti is focusing on health activities. MRC activities were started when there was an outbreak of diarrhea and needs were very high in establishing appropriate health facility in Obock. The below quote from the BMM MTR report showcases an excellent design of health services in Djibouti based on need:

“Why and how was the Medical Referral System (MRS) established?”

The health clinic in the MRC does not have the capacity to offer the full range of medical services compared to a hospital. As such, the MRC determined it necessary to account for medical cases that would present themselves at the medical clinic that would require more specialized care. For example, in the case of severe diarrhea, the health clinic initially used to isolate diarrhea cases from others by putting them in a tent outside the Health Clinic in order to avoid contamination of the ward and risk exposure to other migrants. However, the MRC determined that this approach was not ideal for migrants’ health overall, so they built the new ward and developed the MRS form and system for specialized referral⁹.

⁶ Key informant, RO Nairobi

⁷ BMM MTR report, 2018

⁸ IOM Ethiopia, 2018. Mission Assessment Report_Semera MRC_Final 28_3_18

⁹ BMM MTR Report

Emergency Migration Response Centre (EMRC) in Semera: Ethiopia

“Within the framework of BMM, IOM conducted a field assessment mission, which contributed to the project’s third outcome to “contribute to improved identification, assistance and protection for Victims of Trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa.” The assessment also aims to respond to an official request by the National Anti-Trafficking and Smuggling Taskforce where IOM is requested to support the establishment of new EMRCs and strengthening the existing centres already in place. To this end, the BMM programme plans to ensure the availability of appropriate facilities providing specialized services to VoTs and vulnerable migrants in accordance with applicable international human rights standards. One of the programme’s strategies is to increase EMRC operations’ coverage to cover all mixed migration routes in Ethiopia.

Meeting participants indicated that, the current compound serving as the EMRC in Semera was built by the government to serve as a rehabilitation center for persons with disabilities. With the establishment of the EMRC Management Committee in the region, the regional office of the Bureau of Labour and Social Affairs (BoLSA) provided this compound to serve as the EMRC for an indefinite period. Participants added that, as it was not built to serve as an EMRC, the existing compound had limitations in terms of providing much needed services to migrants. Based on this, participants identified the the major capacity gaps that need to be addressed to improve the services provided to migrants: The needs ranged from infrastructural improvements to staff training and development of Standard Operating procedures.¹⁰ These has informed BMM support to Semera EMRC with results reported in effectiveness section of this report.

In 2019, IOM engaged a consultant to assess current gaps in MRCs. The following are among the gaps mentioned in the draft report: Fundamental gaps and challenges in the running of the MRCs, including a lack of protection mechanisms for migrants in vulnerable situations as well as a lack of formalized and consistent referral mechanisms with international, national and local organizations. Major gaps have also been identified in psychosocial assistance and in the provision of basic services (such as food, water and shelter) that would improve the assistance to and protection of migrants, especially in vulnerable situations. Lastly, there are gaps with regards to identification and screening of migrant vulnerabilities and lack of specialized services for particularly vulnerable groups such as UMCs, women, pregnant women, infants, and VoTs¹¹. This has been conducted to inform design and improvements in service delivery at MRCs in BMM phase II.

¹⁰ IOM Ethiopia, 2018. Mission Assessment Report_Semera MRC_Final 28_3_18

¹¹ RO Nairobi, 2019. Draft assessment desk review tools 01032019

Kenya Integrated Border Management

BMM activities in Kenya were based on recommendations from the border assessment that IOM had conducted in collaboration with the Kenya immigration department in 2016. Recommendations from the assessment report advised the purchase of equipment for border officials including vehicles for Department of Immigration Services and Border Management Secretariat. The report also identified challenges experienced at the border posts¹².

These activities were also in line with the needs and requests of the Kenyan government which were identified in the region-wide needs assessment carried out by IOM in June, 2018, to enhance interagency cooperation amongst border agencies and to promote cross border cooperation.¹³ The Government of Kenya requested support for capacity building in the following areas in immigration and border management: Information Exchange Programs; enhance communication with border communities; actively communicate support for GCM; conduct Interagency Cross Border Patrols; engage communities with border policing; establish Integrated Border Management Committees (IBMCs); policies and protections of migrant's rights; strengthen the NCM; counter-Trafficking Best Practices; support to establish an interagency cross border technical working group. BMM has successfully supported most of the listed needs in Kenya.

Alignment of IOM interventions with regional priorities and strategies

The project was and still remains relevant to regional migration context. At the time of conceptualization of BMM, East and horn of Africa region was and still remains a major global hotspot of mixed migration, mostly forced and irregular within and across borders, directly affecting other African regions, Yemen, the Gulf States and Europe¹⁴. The mixed flows comprise refugees, asylum seekers, displaced and stranded persons, unaccompanied and separated children, migrant workers and trafficked persons and smuggled migrants. The region is host to some of the largest, longstanding refugee and displaced person populations in the world.

A chronic lack of employment and livelihood opportunities, particularly in rural areas, drives many from their homes and into risky migratory ventures, often ending in forced labour and labour exploitation. The situation of women, children and youth remains critical, including the increasing incidence of sexual exploitation and abuse closely linked to human trafficking, both internally and across borders.

With ever increasing migration flows, Border management and protection of migrants remains a major priority need for countries in the East and horn of Africa.

IOM's activities under Better Migration Management (BMM) programme have directly been targeted at contributing to addressing structural and individual gaps to address above vulnerabilities associated with migration.

The table below summarizes alignment of IOM activities under BMM to regional and global frameworks.

¹² IOM, 2016. Assessment of Kenya Immigration Border Management.

¹³ BMM Midterm Review Final Report, 2019

¹⁴ IOM regional strategy, East and Horn of Africa.

BMM realignment to various regional and international initiatives

REGIONAL INITIATIVES	
INITIATIVE	RELEVANT BMM COMPONENT AND SOME OF THE ACTIVITIES
<p>AU HORN OF AFRICA INITIATIVE (HOAI) was established in 2014 to address common responses to human trafficking and migrant smuggling, through dialogue and concrete initiatives. It has its foundation on past AU achievements, including <i>African Regional Migration Policy Framework adopted by the AU in June 2006</i>, the <i>2006 Ouagadougou Action Plan to combat human trafficking, especially women and children</i> and the African Union Commission Initiative Against Trafficking¹⁵; The AU HoAI also focuses on specific areas such as: Prevention of human trafficking and migrant smuggling; Strengthening of protection and assistance to victims of human trafficking and smuggled persons and Enhancing rule of law, prosecution and border management¹⁶</p>	<p>Component 1, Outcome 1 (BMM R 1.2): Comprehensive national migration policies / strategies are adopted in line with international and regional frameworks on migration management (Djibouti, Ethiopia, Kenya, Somalia and Sudan).</p> <p>Uganda: IOM has supported policy harmonization by supporting of national legislation and other laws to prevent HT and SOM in Uganda.</p> <p>Component 2 of BMM: Governments have improved capacities in integrated border management in place, in full accordance with relevant principles of international law. (R 2.3). IOM interventions under BMM include strengthening of interagency cooperation; border management capacity through trainings and provision of equipment.</p> <p>Under BMM component 3, outcome 3: Contribute to improved identification, assistance and protection for Victims of Trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa: IOM MRCs activities constitute a very strong asset in order to offer migrant protection. Through six IOM supported MRCs located in Obock-Djibouti, Semera-Ethiopia, Hargeisa – Somalia (Somaliland) and Bosasso-Somalia, Gedaref and Kassala - Sudan, a total of 9,693 migrants have been assisted through provision of a wide range of services including migrant-registration, psycho-social counselling, provision of accommodation, food, Non-Food Items (NFIs), medical screening, basic and referral health care services, hotline services, consular services, legal assistance, as well as Assisted Voluntary Return and Reintegration (AVRR).</p> <p>Three (3) mobile patrol units (2 Somalia/Somaliland and 1 in Djibouti): Mobile outreach teams pass along migrant’s route and provide assistance to migrants</p>

¹⁵ For more information please refer: <https://www.iom.int/african-union-horn-africa-initiative-human-trafficking-and-migrant-smuggling>.

¹⁶ For more information please refer: <https://www.iom.int/african-union-horn-africa-initiative-human-trafficking-and-migrant-smuggling>.

THE INTER- GOVERNMENTAL AUTHORITY FOR DEVELOPMENT (IGAD) REGIONAL MIGRATION POLICY FRAMEWORK (RMPF) was adopted by the 45th Ordinary Session of the IGAD Council of Ministers July 11th, 2012 Addis Ababa, Ethiopia. This Framework provides coherent strategy aimed at guiding IGAD priorities in migration management programmes, and in moving it forward as the premier regional economic community with a Regional Migration Policy framework (RMPF)¹⁷.

The objectives of the RMPF are to provide a regional comprehensive approach to migration management; facilitate the harmonization of policies in migration management at a regional and national level; provide a broad range of recommendations on various migration issues as guide to governments and above all to support Member States’ efforts in formulating national migration policies that address specific migration related challenges and concerns in a more comprehensive and holistic manner.

The ultimate objective of the RMPF is to realize the well-being and protection of migrants including internally displaced persons (IDPs) and refugees in all IGAD Member States and the realization of the developmental potential of migration.

Component 1, 2, & 3.

The following IOM activities under BMM are aligned to IGAD priorities.

- i. **Djibouti:** in Djibouti, IOM met with government stakeholders to support the development of the Djibouti Migration Profile. During these meetings it was agreed that IOM will support in conducting an assessment of migrants residing in Djibouti City. In addition, three studies on (i) internal migration, (ii) Female Migrants and (iii) Health Coverage of Migrants are currently being undertaken to map migration in the country.
- ii. **Ethiopia:** an assessment of existing migration related documents at national level was completed in order to inform the drafting of a comprehensive National Migration Policy.

Train EATTF members on IGAD Regional Migration Policy Framework (2 workshops);

- iii. **South Sudan: SOPs** establishing the requirements for entry and exit South Sudan territory;
- iv. **Uganda:** Related to evidence-based policymaking, IOM’s Displacement Tracking Matrix (DTM) increased availability of information on flows and migrants’ vulnerability by carrying out regular data collection, analysis, and dissemination on cross border movements;
- v. **“Determinants of Vulnerability” (DoV) model** to improve existing mechanisms for identification and referral of victims of trafficking (VoT) and migrants in vulnerable situations.
- vi. Based on the DOV Model, IOM undertook an assessment study in Eastleigh in Kamkunji where the IOM Clinic is located in order to mainstream support to VoTs and vulnerable migrants.

GLOBAL INITIATIVES

¹⁷ IGAD Regional Migration Policy Framework. For more information please refer to: <http://migration.igad.int/wp-content/uploads/2017/02/Regional-Migration-Policy-Framework1.pdf>

<p>SUSTAINABLE DEVELOPMENT GOALS (SDGs): The 2030 Agenda for Sustainable Development, for the first time, provided an indicator to demonstrate migration’s links to development, recognizing so, the positive contribution of migrants, calling for cooperation on safe, orderly and regular migration and the full respect for the human rights of migrants, refugees and displaced persons, regardless of status, and stressing the need to strengthen resilience of communities hosting refugees (paragraph 29, declaration). Central to international migration remains:</p> <p>SDG target 10.7 Facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies.</p>	<p>Component 1: Comprehensive national migration policies / strategies are adopted in line with international and regional frameworks on migration management (Djibouti, Ethiopia, Kenya, Somalia and Sudan).</p> <p>The following IOM activities under BMM are aligned to migration related to SDG target 10.7.</p> <ul style="list-style-type: none"> i. Ethiopia: IOM together with Ethiopian Anti Trafficking Task Force (EATTF) completed a Mapping Assessment on existing migration-related legal and regulatory frameworks in the country. The objective of this assessment is intended to inform the development of the migration policy framework in Ethiopia; ii. Kenya: IOM, together with the Government, launched in May 2019, Kenya Migration Profile. IOM also supported the GoK in its Migration Policy, whereby the draft migration policy makes reference to 25 international and regional frameworks on migration management and 21 citations of national frameworks on migration management. Both papers provide <i>a whole of government approach</i>; enhanced border cooperation with Uganda; capacity building trainings to governmental officials; iii. South Sudan: Migration Policy in South Sudan (indirect achievement of BMM) was launched early this year promoting evidence-based policy-making. The migration Policy makes references to 10 international conventions and protocols; 9 regional frameworks; and 27 national legal frameworks
<p>IOM MIGRATION GOVERNANCE FRAMEWORK (MiGOF) was adopted in 2015 and establishes the essential elements for facilitating orderly, safe, regular and responsible migration and mobility of people through planned and well-managed migration policies, as per SDG. Indicator 10.7.2. The below principles are aligned and correlated to the BMM work:</p> <p>Principle 1: Adherence to international standards and the fulfilment of migrants’ rights. Humane and orderly migration requires compliance with international law;</p>	<p>Component 1 as above</p> <p>Component 2</p> <ul style="list-style-type: none"> i. South Sudan: Integrated Border Management Committee (IBMC) it enhanced cross-border cooperation with Uganda. Additionally fostered the petit commerce between countries and provided a fast response to Ebola outbreak in DRC;

<p>Principle 2: Migration and related policies are best formulated using evidence and whole-of government approaches</p> <p>Principle 3: Good migration governance relies on strong partnerships</p> <p>Objective 3: Migration should take place in a safe, orderly and dignified manner Ensuring migration is safe and orderly would also mean mitigating the risks associated with the movement of people. This includes applying effective cross-border health measures and strengthening public health strategies to prevent the spread of disease and protect the health of migrants and society¹⁸.</p>	<ul style="list-style-type: none"> ii. RO: report on good practice on inter-agency cooperation finalized; i. Across the region, a total of 373 border officials (296 male and 77 female) have received capacity building training through BMM funding since the beginning of the programme. This includes training on; Cross Border Engagement, Document Examination and Fraud Detection, Humanitarian Border Management (HBM) and operationalization of IOM’s MIDAS; ii. MRCs in Djibouti, Ethiopia, Somalia (Hargeisa and Bossaso) and Sudan; iii. “Caring for Trafficked Persons” Capacity building for health care providers on identification, referral and protection of VoT and vulnerable migrants; iv. IOM supported equipping 27 Border Control Points (BCP) spanning across 5 BMM implementing countries with critical infrastructure. Large-scale procurement was carried out to meet the needs of <i>vehicles for border management, equipment for document identification and inspection</i>, as well as <i>MIDAS</i> equipment for enhanced operations of relevant agencies to promote effective border management. This improved the governments’ capacity in integrated border management in accordance with relevant principles of international law; v. Djibouti: E –visa as it facilitates migration management with lower cost, not only related to security issues but also will serve to promote tourism. <p>Health Clinic in MRC O’Bock: Health Clinic has enough capacity to handle the primary health care. More than 60% of migrants are sick when arrive in MRC.</p>
<p>Global Compact for Migration (GCM) was adopted by the United Nations General Assembly in December 2018. The Global Compact recognizes that migration is best governed through enhanced international cooperation including, as indicated therein, through the principles of a whole-of-society and a whole-of-government approach¹⁹. The Global Compact lays out 10 key guiding principles for its success: (i) people-centred, (ii) international cooperation, (iii) national sovereignty, (iv) rule of law and due process, (v)</p>	<p>Component 1, 2 & 3</p> <ul style="list-style-type: none"> i. Ethiopia: Support GoE input into the development and implementation of the Global Compact on Migration (GCM) with technical expertise; ii. Ethiopia, Sudan, and Uganda, IOM organized and participated in several meetings and workshops with National Task Forces on Trafficking in Persons (and Smuggling of Migrants) and the National Coordination Mechanism on Migration (NCM) to discuss

¹⁸ Please refer to the following link for more information: <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>

¹⁹ For more information please refer to this link: <http://www.un.org/en/conf/migration/global-compact-for-safe-orderly-regular-migration.shtml>

<p>sustainable development, (vi) human rights, (vii) gender-responsive, (viii) child-sensitive, (ix) whole-of-government approach, and (x) whole-of-society approach.</p>	<p>broader policy issues including synergies with the Global Compact on Migration (GCM) and the relevant Sustainable Development Goals (SDGs).</p> <ul style="list-style-type: none"> iii. <u>Kenya</u>: Post-Graduate Diploma Course on Migration Studies. iv. <u>RO</u>: SoPs on Border Management Intergovernmental Cooperation were developed. v. <u>RO</u>: Regional IRIS workshop on ethical recruitment.
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Taking into account the above regional and international instruments, IOM through BMM has been supporting the governments throughout different ministries, in building capacity of government officials and key stakeholders in the fight against trafficking in persons and smuggling of migrants as well as assisting in developing tools, strategies and policies to strengthen response in protection of victims of trafficking as well as other vulnerable populations. Additionally, IOM has been supporting in capacity building and strengthening and enhancing regional cooperation in border management.

What were the strengths in the design of the project?

The main strength in the design of BMM was its adaptability and broad framework that allowed IOM to respond to a variety of needs on the ground. The BMM funds have enabled IOM to establish a footprint in many areas that had lacked funding for a long time, for instance integrated border management and counter trafficking activities. As explained by a key informant: *“The BMM project has been a great opportunity specifically because it has allowed us to penetrate and to achieve some breakthrough in certain areas that we have been having challenges because we did not have funding and strong in house capacity²⁰”*.

The funding was used to mainly fill existing gaps in ongoing projects or continuation of activities where funding had ended before planned results were achieved. Examples of where BMM has had impact include the Caring for Trafficked Persons trainings for Health Care Providers; Determinants of Vulnerability Publication; and support to Migration Response Centers (MRCs). As noted by a key informant: *“Through BMM, firstly we could top up things that we had staffing in place and we could channel operational funding easily to.*

Other examples include support to finalization of the migration policy and national coordination mechanism (NCM) secretariat in **Kenya**; and finalization of **South Sudan** Migration Policy. In **Uganda**, which came on board in 2018, BMM has enabled IOM to demonstrate its expertise in a number of areas. BMM supplemented the Japan Supplementary Budget (JSB) funds to support projects that had stalled like the immigration academy curriculum development. BMM has supported DTM to provide data for the Ebola response.

A key informant noted that the broad nature of the project recognized country contexts and therefore BMM provided a menu which: *“ allowed us within regional objectives and set of rules to pick what was most appropriate for each country along with what the government would support²¹”*.

What are the Gaps in the design of the project? Was the project as designed sufficient to bring about desired results?

Overall gaps

A clearly articulated and shared Theory of Change, particularly for IOM contribution to the larger project could have promoted a shared vision across IOM implementing country missions.

²⁰ IOM, Country COM

²¹ Key informant, GIZ.

In regards to selection of interventions, **some issues could have had relevance regionally but in terms of priorities they differed from one country to another.**

The evaluation found weak evidence of ownership of the BMM project in a few IOM country offices, but also at government level. Government key informants from Uganda and Ethiopia expressed concerns that the BMM framework could have been more flexible to address country specific priorities. One key informant noted that BMM could be more flexible and not straight jacketed in setting priorities to be funded under BMM. This is consistent with the mid-term review report, in which respondents noted that BMM pre-defined pillars may not have necessarily been a priority to some governments.

Whereas countries like Kenya and Uganda expressed strongly that no activity had been implemented without their input, other countries such as Djibouti, Ethiopia, South Sudan and Somalia felt that this was a project designed at regional level with little or no consultation of governments. Key informants from these member states suggested more engagement and input in defining what government priorities are during design of BMM phase two. It was suggested that: *“When doing the second phase, let’s discuss it more, have our input as government of course working with IOM and donors so that we identify greater areas of support moving forward²².”* Weak ownership at IOM country office level was partly because, being managed at the RO, BMM was perceived to belong to RO.

Regarding government ownership, and consistent with the BMM midterm review report, a few key informants felt that consultation with governments were not participatory enough at the initial design of the project, even though this evaluation found good evidence of consultation of government officials in a few countries. It did not however determine the level of government officials that participated in consultations, which had a bearing on ownership. As reported by an IOM key informant: *“the missing element was a lack of consultation of both local and national government before finalizing the programme document. IOM would have discussed internally and presented activities to government for buy- in before implementation of activities. This would have identified government priorities and eased implementation.”* Another key informant felt that at times governments agreed to implement initiatives just because resources were available, but ended up not implementing them because they were not top priorities.²³.

Although IOM country office completed a matrix of priority activities, the evaluation, could not find evidence on whether all country offices actually consulted with government counterparts, as some of the staff had left the project.

The evaluation established that IOM country offices that had consultations with governments at the highest level of leadership to establish needs before implementation, had full buy, and were more successful. A key informant felt that although consultations of governments were made and continue to be made to improve government involvement, in some instances, the level of some of the invited government officials is not high enough politically to influence policy decisions in their respective governments. It is notable to mention that involvement of government shouldn’t have been in just selecting activities but mapping the overall vision and goal of the project and actual conceptualization.

²² Key informant, NCM, Uganda.

²³ Key informant, IOM Country Office.

Further, consultations were and are still biased to only government officials and less with other actors such as civil society, who play a major role in providing services to victims of trafficking and other vulnerable migrants.

The evaluation found mixed responses on Somalia. While some RO Key informants indicated that the different officials of three government entities of Somalia, Somaliland and Puntland were consulted, others cited lack of consultation of three government entities. In regard to design of activities, a key informant felt that there is little impact in Somaliland since most activities were designed around MRCs. They however noted that MRCs were only in Hargeisa and Bossaso and not in Mogadishu.

Overall, majority of government and IOM key informants joined the programme later and may not have had the historical background on level of involvement of governments in design of activities. Key external respondents were concerned that IOM activities did not take into account certain country contexts, in particular countries experiencing political instability such as Somalia and South Sudan. **IOM had a one-size fits all** approach to implementation of component 1, 2 and 3 activities.^{24,25} Somalia offers a unique challenge owing to political instability but also a fragmented government, where design and implementation could have been given careful consideration. In South Sudan, the evaluation found component three to be the missing link, with no interventions to support legislation on human trafficking.

Although BMM complemented ongoing programmes, the co-funding arrangement for staff salaries was a design flaw which greatly affected the programme efficiency and effectiveness as explained later in this report. The lack of dedicated project managers, and undefined reporting structure within country offices, and from country office to RO significantly affected implementation. Staff salary allocation ranged from 5-50%²⁶. Although this was rectified to some extent in the final phase of the project, it would have had better impact if this had happened earlier.

Consistent with the MTR, this evaluation noted a potential overlap with IGAD NCM activities with minimal collaboration. As explained by a key informant: *“At the moment IGAD is taking the back seat but there is a history. IGAD is a bit opposed to the BMM program because some of the activities done by the BMM especially the policy component is an IGAD activity in most cases.”*²⁷ In addition, although complementary, there was no evidence of clear consultation on scope of activities. It may be difficult to measure the impact of BMM on NCM operations especially where they were already activities were already ongoing through the support of IGAD. Further, whereas NCM were the mandate of GIZ in the Division of labour, IOM still supported these activities in all the countries.

It is also not clear, how relevant certain interventions like support to diaspora engagement activities were linked to the project objective. For instance, Kenya supported a study tour of the NCM to Israel to study Israel’s diaspora engagement approach. On one part, the two countries do not share similar migration profiles. It was not clear how the lessons learned applied to Kenyan Context. Israel diaspora strategy was based on encouraging diaspora to settle back in Israel, while Kenya was engaged more on diaspora investing back home; bilateral labour agreements and prevention of human trafficking and smuggling.

²⁴ Key informant, South Sudan EU Representative.

²⁵ Key informant, GIZ Ethiopia.

²⁶ Key informant, RO Nairobi.

²⁷ Key informant, RO Nairobi.

The evaluation also found majority of IOM interventions to be heavily focused on trainings. This is due in part to the donor funding limitations because not all government identified needs can be funded under BMM.

The model to complement/ co-fund ongoing projects made it difficult to delineate BMM contribution to observed results in co-funded activities. Due to the focus on supporting existing projects and sometimes adhoc government requests, the expected results from some selected IOM interventions and their link to the bigger picture were not quite clear to the evaluation team. It was not clear whether IOM was focused on contributing to the larger migration management goals or the narrow perspective of addressing human trafficking and smuggling of migrants.

Component design gaps

Component 1

The evaluation noted slow progress in the set-up of National Coordination Mechanisms on Migration (NCM). As mentioned by a key informant “It has not been practical to implement NCM as envisioned by BMM.”²⁸BMM envisioned that NCMs would be formed based on IGAD prescribed structure of NCMs.²⁹This has been attributed to the set-up of migration management architecture in BMM implementing countries. A good example is Ethiopia’s context. The Anti – Human Trafficking and Smuggling Task Force (EATTF) is the main existing government body that acts as a national coordination mechanism for migration related issues. However, its mandate is limited to implementation of the human trafficking legislation, Proclamation 909. Counter trafficking and smuggling are given more priority because the proclamation was made by the government after a number of young citizens were slaughtered in Libya in 2015. Being a political response to a specific crisis, the outlook towards migration in Ethiopia is narrow with focus more on counter trafficking and smuggling. IOM has made minimal progress in such countries towards development of comprehensive migration policies in the absence of coordination mechanisms that would facilitate policy development based on a “whole of government approach.” For the case of Ethiopia, little progress has been due in part to the government’s focus on issues of human trafficking and smuggling of migrants which have been the main migration issue of concern. Furthermore, a stand-alone migration policy was not an immediate priority to the country. It has taken longer for the country to determine this as a priority until recently when it conducted its own assessment that revealed the need for a migration policy. A key informant Noted: *“There are some interventions that we did but we were not able to proceed for instance Ethiopia, we wanted to have the policy but when we went to the government they said “how do you want us to develop a policy while we don’t know what the legislative and other frameworks that exist? Let us do a mapping of the legislative and other framework that would inform the policy development” and that has taken us two years”*³⁰.

Another key informant was of the view that governments should not be made to conform to the IGAD prescribed “proper” NCM structure, but be allowed to work within existing mechanisms. The evaluation

²⁸ Key Informant, GIZ Ethiopia

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³⁰ Key Informant, Regional Office

established that Ethiopia was in the process of amending the Anti-trafficking legislation to make the EATTF the official NCM for migration.

Component 2

As designed, component two is not comprehensive enough to meet the IOM's and global goals for IBM. According to IOM guidance: Integrated Border Management requires that all competent authorities work together in an effective and efficient manner. Cooperation should not be established exclusively within each country, but also across its borders, with relevant agencies of neighboring States. Integrated Border Management seeks to address three levels of cooperation and coordination: intra-service cooperation, inter-agency cooperation and international cooperation. As noted by a key respondent: "IOM is focused on immigration only, without including other areas such as border management security, customs, and intelligence). IOM should have a holistic approach". Other Key informants noted absence of cooperation activities even in the area of intelligence sharing across neighboring member states to combat human trafficking and other crimes.

As designed, the specific result on IBM did not sufficiently cover all the components, limiting the type of interventions selected. Further, outcome indicators were not very clear, or measurable. The evaluation found no shared understanding among interviewed key respondents at RO and country offices on the expected result of component two, as each respondent had their own idea on what was to be achieved.

The evaluation noted that selected activities were not adequate to achieve the planned outputs due to budget limitations. Except for Kenya, the design and selection of activities was not sufficient to address the three levels of cooperation and coordination to achieve Integrated Border Management³¹: intra-service cooperation, inter-agency cooperation and international cooperation.

Border management was most difficult to implement in Ethiopia. The country has mostly been security focused. According to a key informant, the country does not have an integrated border management system. In some key borders the system is one person with a book clearing people through. Border management top leadership comprises officials with security and intelligence background.

According to another key informant, geographically Ethiopia falls outside of the EAC agreements and is therefore not bound by regional commitments on cross-border management such as the One Stop Border Post (OSBP) initiative currently embraced and being rollout out in the EAC member states. The above factors contributed to slow or no buy in of IOM IBM initiatives. However, the evaluation noted that Ethiopia was among countries that have recently entered into agreements to establish integrated border posts with Kenya, Eritrea and Somalia during a meeting convened by IOM. It remains to be seen whether these commitment have support from the highest political office in Ethiopia.

Further, the country has had two States of emergencies which meant that all security organs focused on security and intelligence related issues and did not focus on programs. In phase one, IBM is one of the areas where IOM did not fully consult countries on their priorities leading to significant delays. As mentioned by a key informant: *"it's a good thing but when you ask what are government priorities and are we following them, this is what I saw and it's what I mean by saying it hasn't been a bottom up approach in the past"*³².

³¹ IOM, 2015. Department of Migration Management – Immigration and Border Management Division Fact Sheet on Integrated Border Management.

³² Key inform, BMM Partner, Ethiopia.

Component 3: Does IOM have any global guidance or SOPs for set up of MRCs?

Component 3 activities contributed to BMM project's third outcome to **“contribute to improved identification, assistance and protection for Victims of Trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa.**

The main outputs were: (1) Strengthened mechanisms for identification and referral of victims of trafficking (VoT), refugees and vulnerable smuggled migrants; (2) 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; and (3) increased opportunities for voluntary return and reintegration in the East and Horn of Africa.

In Djibouti, which was among the few countries where this outcome was realized, a key informant mentioned that the government doesn't recognize the Assisted Voluntary Return and Reintegration (AVRR), and therefore it was difficult to initiate AVRR activities under BMM in Djibouti.³³

In Ethiopia, IOM was working with the EATTF to establish a national Referral Mechanism. Beyond the returnees supported under IOM, gaps remained in regards to services and support to those that do not benefit from this support. AVRR activities were funded by both BMM and the EU-IOM Joint initiative project. The evaluation found a number of gaps in the design of AVRR interventions. Whereas a defined package is offered to returnees including a start-up package for businesses, there were no clear in-built follow up mechanisms (mentorship) for those with businesses. Businesses did not seem viable due to limited capital and skills of beneficiaries. It could be also due to the lack of understanding of the local market. For example only **4** out of **9** in one region visited were doing well eight months after start up. In addition, the methodology for targeting beneficiaries for economic support was based on a standard package which involved support for business startup. It was the view of the evaluators that not everyone was ready for economic activities. A key informant suggested that the choice of support package could have been “skills-based not need-based.”³⁴ The evaluators also felt that beneficiaries could have been guided better in developing business plans. Further, the AVRR project did not have strong links with different stakeholders such as with Bureau of Labour and Social Affairs (BOLSA), health center, police, etc).

Absence of shelters was one of the main gaps in the design of the project that appears to limit the extent of protection of vulnerable migrants. The evaluation did not find any specific national guidelines on standards for design of shelters for vulnerable migrants. A lot of existing shelters are mostly provided by civil society organizations, and a few at MRC centres provided by IOM in a few countries (Ethiopia, Djibouti, and Somalia). **The absence of interventions to involve the rest of community members in programming pose sustainability gaps.**

A major challenge faced **in Ethiopia** was a lack of shelters at border points (for VOT, migrants). IOM has a transit centre in Addis offering temporary shelter for AVRR beneficiaries assisted through IOM. IOM was also partnering with local organizations to offer AVRR. The government was also providing AVRR support, but the package was limited. A huge gap exists in the country to meet the demand for AVRR. The finalization of the NRM mentioned elsewhere in the report, is likely to address part of this gap. The evaluation found similar gaps in Kenya, Uganda and South Sudan.

³³ Key Informant, IOM Djibouti

³⁴ Key informant, IOM Ethiopia

In Uganda, a civil society organization supported by BMM to sensitize local communities on human trafficking noted the need for temporary shelter and basic needs for returnees. Although the agency is able to provide the temporary shelter, the main gap is rescue, reintegration back in their communities. She noted that some of them need temporary shelter which the organization could provide but it is unable to provide the basic needs food and basic items, including medical care and the money to transport them back to their communities³⁵. Uganda could be supported to have a sustainable mechanism for supporting AVRR beneficiaries, particularly migrant workers returned from Middle East.

Lack of data on magnitude of human trafficking and smuggling especially in **South Sudan** is a major factor limiting design of protection interventions even though the country is listed as a source, transit and destination for VOT in the US Department of State Trafficking in Persons Report. The report lists South Sudan as a Tier 3 country³⁶.

One of the gaps noted was the absence of linkages in design of the project with related thematic areas such as labour migration. In the evaluators view, labour migration is among the major drivers in the region, contributing to significant numbers of irregular migration and forced returns. In addition, **the evaluation identified a number of new activities which were not accompanied with a revision of the log-frame.** Although verbally expressed by the programme management on which result they contribute to, this does not seem to be understood across the board by BMM staff and country offices. Examples include the support to Uganda for bilateral agreement exchange visits; support to Kenya for exchange visits on diaspora engagement, and the Maritime workshops.

A key informant noted that the current focus of BMM is more focused on regulating migration out of the region, but with less focus on supporting African governments to address intra-regional migration flows, that forms the bulk of migration, but also is likely to increase once irregular migration flows to Europe has been addressed. Another key informants suggested creation of inter-country and regional level platforms to engage with neighboring countries on broader number of migration issues, such as border control, security, human trafficking and sharing of best practices. **Uganda** noted a gap in capacity of their consular staff in identification, support and referral of VOT, as well as general knowledge in human trafficking. Engagement of foreign affairs ministries is a missing critical component in protection of migrants abroad.

Some few key informants noted the heavy focus of BMM on structural issues and capacity of service providers but less on addressing root causes: *“we haven't really reached the migrants themselves but maybe it's the design. BMM is targeting the government too much; government officials, structures, governance and we also need to do another approach targeting migrants to address irregular migration”*³⁷. There was a feeling of disconnect between the planned interventions and reality on the ground as captured in the BMM MTR report. The report mentions that in Somaliland, a government official also outlined *“the disconnect between the programme and reality”*³⁸, highlighting that a lot of discussions are around which workshops are going to be organized in which hotel, far away from the reality of migration.

³⁵ Key informant, Uydell, Uganda.

³⁶ Trafficking in Persons Report, June 2018

³⁷ Key Informant, IOM Kenya.

³⁸ BMM MTR report, 2018

BMM focus on complementing existing initiatives, meant no deliberate effort to provide a holistic package of interventions across the three components. This could explain the limited programming in Kenya and Uganda for component three, and absence of component 1 and 3 in South Sudan as a few examples. IOM needs to find a strategic niche for component 3 programming in Kenya. Although the MTR report found that component 2 trainings were overly theoretical, we did not find this in this evaluation.

Lastly, **the evaluation noted insufficient inclusion of gender and human rights principles in the design of relevant interventions.** Even though key respondents mention strategies like gender disaggregated data in reporting; and invitation of participants for training, it would have been helpful to have mainstreaming of gender better spelled out at the design stage, with clear and measurable indicators as appropriate. This finding is in line with findings of the MTR report, which did not find any clear evidence of application of institutional mainstreaming policies/guidelines on programme design or implementation.

Efficiency

How efficient was the overall project management?

To assess efficiency, the evaluation reviewed internal coordination structures and communication mechanisms, including with other IOM programmes; coordination with BMM implementing partners, government and other partners synergies; human and financial resource allocation and use; timely implementation of activities; cost-effectiveness;

How effective were the internal coordination and communication mechanisms?

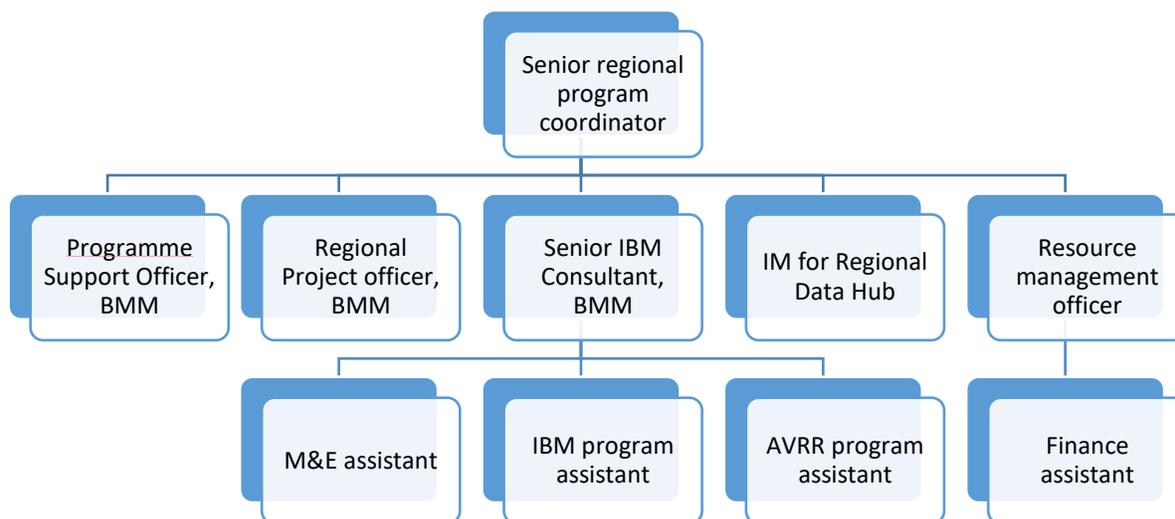
Overall Programme management

The BMM is managed by the Regional Office for East and Horn of Africa based in Nairobi, due to: (1) BMM having a regional approach and strategy; (2) other regional projects having their base in Nairobi; (3) all missions falling under the oversight of RO Nairobi—except Sudan; (4) technical and financial support being based in the Regional Office; (5) partners of BMM having their presence established in Nairobi, facilitating the central coordination role.³⁹The BMM team in the Regional Office is led by the Senior Regional Programme Coordinator who oversees and provides all supervisory and administrative functions of the BMM programme. The coordinator is supported by other programme staff both in the regional office as well as in the BMM countries. The coordinator is also a link between IOM, GIZ and other IPs.

Overall, the BMM had a good management structure for leadership and decision making. However, it could have been optimum in efficient delivery of results especially in the initial years. The evaluation established that from December 2018 RO management overhauled the project management team by bringing on board a new Regional Coordinator. Other changes included re-allocation of budgets to missions, including recalling funds from certain missions that were behind schedule on specific activities. Below is the current RO staffing structure.

³⁹ 2016-11-02, RO Management Justification for the BMM Project.

Figure 1: Regional Office Organogram



The project does not have an M&E staff though the position was created. Without an M&E position and limited internal M&E oversight, it is likely to affect decision making due to absence of systematic data collection on project performance. Further, TORS are not clear though as there were noted overlap of functions. The evaluation felt team work and trust among the RO project management team and country offices could be enhanced for effective decision making. This perception was noted to have worsened over time.

Management at Mission Level

The evaluation observed varied staffing structures and BMM project management arrangements at IOM country offices. Most of the missions did not have a project manager budgeted for 100% at the beginning of the project. Only Uganda and Djibouti have a 100% dedicated project managers. Ethiopia and South Sudan have national officers dedicated to management of the project 100% with reporting functions to migration management unit managers, as well as to the BMM Coordinator at RO. For such missions, it was not well defined who the overall decision maker at mission level was. This has affected the level of commitment of staff designated as project managers to BMM as they are overstretched implementing other activities as noted by a key informant in Djibouti who noted that a dedicated BMM coordinator was required *“In order to assure the better coordination among different components, among other partners⁴⁰.”*

There have also been considerable delays in recruitment of key staff in the missions, while some missions like Somalia still does not have a focal staff to coordinate activities across Mogadishu, Hargeisa and Bossaso that are in 3 different states and have different needs. RO stepped in 2018 and assigned a staff based at RO to coordinate component three activities. Although this decision has been appreciated, key

⁴⁰ Key Informant, Government Official, Djibouti.

informants at the mission still felt that it was not sufficient for overall management of MPA activities but mainly operations, but also because the staff is based off-site. Implementation was affected by the move to Somalia, as staff based on-site had to suspend implementation during R&R.

Coupled with absence of clear guidance on communication lines, the role of RO in implementation, there has been overall confusion as to who staff at CO were to report to between the BMM coordinator and their supervisors at mission level. This has affected accountability mechanisms leading to delays in decision making processes during implementation of activities and timely response to challenges at mission level. *“Imagine a situation whereby there is a PRF to be signed and there is no program manager in the mission, you are left with the dilemma whether you should take it to the Regional Office or take it to the mission, but also the mission will not accept because they are not the manager and the Regional Office might only be able to approve for one component then what about the other activities?”⁴¹*

The design of the project did not factor in regular onsite visits to countries. RO was unable to detect the root causes affecting implementation in real time. A key informant noted that apart from recruiting, you can have good people but through a poor structure they can be *“totally useless because they don’t know how to operate in a team setting”*.⁴²

A key Informant noted that being a regionally managed project, **BMM management structures at mission level were not empowered enough to make independent decisions. Requirement to consult RO in making decisions added “a layer of bureaucracy and delay.”**

- **To what extent were financial and human resources allocated and utilized/ appropriately used for the results obtained?**

Low staffing was one of the main challenges leading to delays in implementation of activities. Whereas there has been good budgeting of staff at RO, there hasn’t been commensurate budgeting to cover staff needs at mission level. BMM under estimated the required human resource capacity for the expected work load and results. The project was initially designed to cost- share staff costs with existing projects. It planned to use existing staff at mission level to achieve efficiency gains. Staff cost sharing by BMM ranged from 20-100%. However, there was evidence that some staff funded 100% on BMM were actually not implementing BMM activities. A related challenge staff turnover in some missions. For example, Health Coordinator’s post in Djibouti now vacant, which will affect implementation, especially difficulty in collecting data for reporting among other duties. In order to assure the better coordination among different components, among other partners, it is important to have a full time staff for this Project.

The evaluation noted a gap in BMM finance control systems to detect such anomalies in a timely manner.

Such anomalies were likely to inflate the burn rate giving a false sense of improved utilization of funds. The low allocation of funds for finance staff in some missions resulted in delays in financial reporting. This affected better tracking of burn rates and overall decision making as mentioned above. As the project is managed at RO, with minimal onsite visits and accountability at mission level, the evaluation could not

⁴¹ Key Informant, RO Nairobi.

⁴² Key Informant, RO Nairobi.

determine actual time dedicated to BMM work by staff in missions with cos-sharing arrangements. This challenge is likely to be resolved with dedicated project managers tracking expenses.

“The finance side was where they were not funded 100%. Ideally the way the budget was formulated it only allowed three staff per mission, as per the template. We later realized that missions need more than the stated three staff. The RO we had the regional coordinator, project support officer in RO, finance assistant and two project assistants”⁴³.

The evaluation established that this gap has been observed and will be addressed in the second phase of BMM.

- **Were the project expenditures carried out as planned? Were there deviations from the work plan? If yes why and what did they cost the project?**

The evaluation found good evidence that expenditures were mostly used for intended activities, except for a few cases mentioned above of non-BMM staff salaries been charged on BMM project. Where deviations in expenditure were made, IOM finance regulations were followed to reverse expenses to relevant projects. BMM has clear guidelines for missions on how to handle deviations in the work plan. However, delays in project implementation resulted in low burn rates. By the end of the initial project period (December 2018), only 52% of the budget was utilized. The project has received a no- cost extension up to September. As of 30 June 2019, 87% of funds (including the commitments) have been utilized.

- **Were outputs delivered in a timely manner as represented in the project’s work plan?**

The evaluation found significant delays in delivery of project outputs as per original work plan. This was mainly attributed to staff shortage, delays in recruitment and delayed disbursements from the donor because of financial reporting requirements. To begin with, activities did not commence as scheduled in all the countries. Most of the implementation gained momentum from 2017. As reported by a key informant: “The project was delayed. We didn’t spent for two years.”⁴⁴ Other delays were caused by external factors such as the state of emergency in Ethiopia in 2018. In other cases, missions under budgeted and activities were “given to missions who lack the potential to fulfil them, partly because the governments were not consulted which lead to formulation of activities that the government did not need⁴⁵. The project also was ambitious and did not set realistic targets.

- **To what extent was the project cost-effective?**

The evaluation did not conduct a cost-effectiveness analysis in the strict sense. It assessed existing systems that control wastage of resources and ensure results are obtained at minimal costs in the shortest time

⁴³ Key Informant, RO Nairobi.

⁴⁴ Key Informant, RO Nairobi.

⁴⁵ Key informant, RO Nairobi.

possible. As explained above, the BMM model for cost-sharing did not yield efficiency gains. Whereas the project spend less on staff, there were significant delays in activities and achievement of results.

The evaluation noted the variation in staff complement at different missions. For instance, there were no guidelines on the type, grade of staff and qualifications of the team of staff required to effectively implement similar activities at different missions. Some missions had a P3 as a project manager, while others had only national officers managing the project, with relatively similar expected results. Although an analysis to compare actual results produced based on each country model was not done, key informants felt that it was expensive for the programme to have a P3 staff as a manager where a national officer could perform the same tasks. A key informant noted that for financial resources in the staff and office costs, the budget was imbalanced because some missions were heavily budgeted on staff.

The evaluation found good mechanisms to ensure control of wastage of resources. The evaluation established that IOM procurement processes had been validated by the donor and therefore considered effective in achieving economies. The evaluation found that for supplies and equipment the existing policies were followed. IOM procurement thresholds for procuring anything above 3000 USD require quotations before procurement. A key informant mentioned that despite the global threshold of 3000 USD, the missions could decide on the threshold that they deem fit for their country. The key informant explained that some COMs lowered the threshold to ensure that due diligence was observed during procurement. A key informant at RO noted that whenever RO is involved in procurement, they go for the cost effective solutions like when it came to hotels they follow the IOM rules so the bid analysis has to be done to select the best vendor providing the cheapest cost. Whenever goods were expensive locally, global procurement service unit was engaged to get a good price because of long term agreement with selected companies.

A key informant noted the main gap in procurement was in recruitment of consultants and payment of per diem to government officials. Despite guidance from RO on procedures for hiring consultants, these were not being followed by missions and sometimes at RO. There are concerns that overall about employment of staff without relevant expertise. Consultants were being engaged without following the right recruitment process and that missions did not have proper justification to show why the consultants were recruited. "We shared a guide to the missions to tell them how much they should be paying consultants based on the level of expertise, education and the work that they are going to do."⁴⁶ Further, the key informant noted that the payment of government officials did not follow guidance provided by IOM. It was noted that the IOM policy stipulates what payments shouldn't be made to the government officials which include salaries, bonuses among others. However, there was no particular one that gives guidance on what you should do when paying per diems.

The evaluation noted a need to strengthen control systems at mission level to prevent non-compliance to limit the verification exercise as the only financial control mechanism based on recent verification exercises by RO finance teams. The evaluation noted however, that this exercise was intended to guide missions to improve their systems.

The key informant however recommended the need to have dedicated finance staff that understands BMM costs and can detect anomalies, but also project managers to be keen on expenses posted in the system. The evaluation established that a training had been conducted by IOM Brussels on EU compliance

⁴⁶ Key informant, RO Nairobi.

issues and that RO Nairobi plans to conduct a follow up training with missions in the region to address gaps identified during the verification exercise.

- **What are the monitoring and evaluation mechanisms for IOM activities?**

Finding: The evaluation found available monitoring mechanisms moderately adequate for activity and financial monitoring but less adequate for results and risk monitoring. The project mostly conducts activity and financial monitoring, although financial monitoring was noted to have been enhanced in the second half of the project implementation period (costed work-plans). As noted above, an M&E assistant was envisaged in the staffing structure but not hired. The main tools for monitoring are prism, BMM Annual Work plan, IOM costed work plans and the beneficiary tracker. The absence of an adequate internal monitoring function has affected efficiency as the project is unable to determine if it is on track to achieve IOM planned results in a timely and effective manner.

The evaluation however noted a lack of monitoring budget and function at mission level. Some missions indicated that the monitoring budget was taken away as per GIZ requirement. Missions therefore mostly focused on activity implementation.

Financial monitoring

Financial monitoring mechanisms noted included use of tools such as Prism to track expenses and bi-weekly call to verify expenses. Routine checks of the line item expenses by the Regional Programme Support Officer and Finance Assistant and follow up with missions in the event of anomalies. The review also includes going through commitments to see what the missions are putting into the system.

The programme support officer coordinates biweekly calls and communicates and follows up on red flags reflected on the financial system in PRISM. This enables tracking of burn rate but also ensures that there is no wastage and charging the correct thing to the project. The use of finance monitoring tools was only enhanced in 2018 because the tools were developed in the course of the project, and the project did not have a dedicated finance staff at RO or at mission level to follow get information from missions. There is need for control mechanisms to ensure only valid expenses are captured in the financial system.

Activity Monitoring

Activity monitoring is done using tools such as the annual work plan and beneficiary tracker updated on monthly basis (Review before sending to GIZ- progress/aligned to timelines). Updates from missions included in AWP. Internal tool called costed work plan (looks at both activities and expenditures). Follow up to verify consistency in prism. Activities are monitored through bi-weekly calls to compare planned against achieved activities, as compared to the burn rate. (Compare activity and burn rate in prism and commitment), with view of also trouble shooting to address challenges. All this were there from inception. Occasional field travels.

Results monitoring

The evaluation found evidence of weak results monitoring mechanisms. This is consistent with the MTR report which noted that: “The M&E system was effective in tracking the implementation of activities, but

less effective in following achievement of results⁴⁷.” The only tool available to assist results monitoring was the results matrix (log frame), however, the evaluation found no evidence of how this was used to track the project performance. Pre-and post-training assessments have been done to assess training outputs but to a limited extent and countries. Only Kenya and RO had documentation on pre and post training test results and training reports. There were no other tools developed internally for data collection on progress of results. Whereas BMM co-funded other activities such as MRCs and AVRR activities, the evaluation was unable to determine how this data was tracked over time in a systematic way to show contribution to BMM. There was no systematic reporting tools at RO and mission level on progress towards planned results. The use of IOM internal reporting tools such as the interim report template would have been useful in enabling reporting on results.

Another gap noted was lack of common understanding of indicators, which meant staff were not clear on how to track results. As noted in the BMM MTR report: “Most IP respondents had a limited awareness of the log frame indicators, which created disconnect between implementation and achievement of results”.

- **Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?**

As a complimentary programme, BMM worked well to achieve synergies with other projects. For instance, IOM leveraged on already established NCM structures to continue support on policy harmonization activities without having to start over. Some key informant noted that engagement with IGAD was weak as BMM was perceived to take on NCM activities which were within IGAD’s mandate.

Below are some examples of synergies at country level:

Regional level

The special unit in SLO are planning another phase of the program to support IGAD. To this end, an internal IOM meeting was convened with BMM, Regional Migration Response Programme (RMRP), and Horn of Africa Initiative to identify synergies when developing activities. Horn of Africa Initiative and all of these in one way or the other are supporting the national coordination mechanism or similar structures in the countries. They agreed to pull all our resources together and agreed that if BMM is coordinating any meeting with the IGAD to loop others. Whereas there has been overlaps in activities in regards to implementation, there has been no duplication. “So basically we would look at the each activity and who can support it, is it better placed to be support under BMM or JI and we would talk to all the staff and decide which should be support under JI and which one under BMM because we are all supporting the MRCs. Now what is happening is that for instance in Hargeisa, BMM is supporting on the running cost and JI is supporting on the direct assistance”⁴⁸ yes, it is under JI and that’s why I said now probably in some they are providing direct assistance. They have also taken over some MRC that were supported by BMM or in some we are doing only 50% of the contribution but eventually JI will take over because BMM is about to end and probable when BMM resumes and we have similar activities we will be able to come together and work.

Somalia

⁴⁷ BMM MTR Report, 2018.

⁴⁸ Key informant RO, Nairobi.

IBM components on capacity building supported by BMM had complimentary support from four programs funded from Finland, UK or USA including EU FLASH project. It has been noted that BMM activities are ending in June, and in order to cover the gap, EU-IOM Joint Initiative will cover MRCs and Mobile Patrols from June to September until BMM Phase II restarts.

Kenya

The Japan funded project (2016-2017) has supported immigration and provided some equipment together with capacity building. So, BMM has continued with whatever we've been doing"⁴⁹. A good practice identified in Kenya is that although staff were not paid by the BMM, the mission took it upon themselves to employ a particular staff in order for activities to start.

In 2019,⁵⁰ BMM programme complemented other IOM programmes on Immigration and Border Management, Counter Human Trafficking and Labour Migration. For instance, BMM capacity building of Border Management Committees and the Border Management Secretariat (BMS) supported the goal of the Canadian funded regional project on Enhancing Security through Improved Border and Immigration Management in Somalia, Kenya and Tanzania.

The Government of Japan also supported IOM building capacity of the Kenya BMS and BMCs in the coastal region of Kenya on effective and coordinated border management; raising awareness on counter human trafficking across the coastal region of Kenya and supported World Day against Human Trafficking celebrations to contribute to the global campaign to End Human Trafficking.

Djibouti

In Djibouti, synergies were realized through BMM and two other projects. BMM complemented activities of the IOM project, "Addressing Mixed Migration Flows in East Africa", funded by the EU DEVCO, on the activity which supports mobile health units. According to BMM annual report, "Migrants who received medical and psychosocial assistance under BMM were assisted with voluntary return through the IOM EU- Joint Initiative for the protection and reintegration of migrant. There are collaboration with Joint Initiative (JI) project and the one with Expertise France. The JI and BMM project have the same project manager, so it is easy to direct them to have synergy and complementarity.

Ethiopia

Strong collaboration exists with the EU-IOM joint initiative (JI) in the area of reintegration and provision of different services to returnees. This has enabled BMM to benefit from the extensive field-level engagements and experience of JI in supporting migrants. Similar levels of collaborations are established with the different projects implemented under the Migration Management Unit (MMU) of IOM Ethiopia in the area of providing capacity building supports to the National and Regional Anti-Trafficking Taskforce and the different consultation meetings conducted for the revision and updating of the NRM SOP. The Special Liaison Office of the Mission in Ethiopia complemented BMM activities through organizing trainings on the IGAD regional Migration Policy Framework.

In *South Sudan* there was cross-fertilization of BMM with other programmes such as the Japan Supplementary Budget (JSB) that are contributing to enhancing the capacities of the Government of South

⁴⁹ Key Informant, IOM Kenya.

⁵⁰ IOM, BMM Annual Report, April 2018- March 2019.

Sudan to managing migration. The main examples include drafting of the comprehensive migration policy and joint cross border humanitarian border management training that were also supported under BMM.

- **What were the coordination mechanisms with external stakeholders? Did the project stakeholders participate in implementation and if so, how?**

Coordination with BMM partners

The main coordination mechanism among BMM IPs was monthly coordination meetings attended by partners. This was mainly in Kenya; and Djibouti and Ethiopia. During the meetings, discussions are held on the achievements and challenges based on review of IP work plans and beneficiary tracker. There were gaps in coordination in countries where other BMM IPs lacked presence, for instance in South Sudan.

The evaluation found good evidence of collaboration by IOM with other BMM IPS. For example in Ethiopia, IOM was invited to provide input in UNODC trainings and worked closely with UNODC to provide joint input in the revision of the proclamation on human trafficking. In Kenya, IOM has been working with UNODC to provide joint training on counter trafficking. IOM and GIZ are now having trainings in Somalia inviting expertise France and UNODC and several other missions. In Sudan, GIZ and IOM are working on coming up with the SOPs for the NRM (National referral mechanism) and we are involved in that. Collaboration has not been planned for in the work plan but IOM initiated collaborative efforts to capitalize on the each agency's mandate or expertise but also to strengthen relationships.

IOM and BMM IPs had joint reviews for planning of activities. An example is the joint appraisal missions to identify project beneficiaries. Under component 1, a comprehensive baseline was conducted jointly by GIZ, IOM and UNODC in 2016/2017 reporting period. The aim was to assess the status of migration governance in all partner countries in order to identify partner government's needs. Efforts were made to avoid duplication of activities under R 1.1 with the Intergovernmental Authority on Development (IGAD) Regional Migration Programme⁵¹.

In regards to the overall relationship with IPs, the evaluation noted an improvement in communication overtime. As reported by a Key informant: "I think the relationship got a little bit better and there is more respect now"⁵².

Coordination with Government and other Programmes to build synergies

The evaluation found good evidence of IOM/BMM partner's coordination with the government and other non-state actors. In case of specific activities that required coordination with the government such as trainings, a meeting with the respective government focal point would be arranged to agree on either the agenda, a specific task, the participants, the dates and all of that and in most cases they do these activities as a joint initiative with the government.

Except for Kenya where most planning of activities was coordinated through the NCM secretariat, there was no focal office for coordinating BMM activities with different departments in other BMM implementing countries. For instance in Uganda, the NCM secretariat in the office of the Prime minister

⁵¹ GIZ, BMM Annual Progress Report. First April 2016 to 31st March 2017.

⁵² Key Informant, RO Nairobi.

that coordinates government business was concerned that IOM did not involve it while engaging with other migration related government ministries.

In Ethiopia, for activities related to trafficking and smuggling in Ethiopia, BMM worked through the EATTF, which is the mechanism that is put in place by the government. Every CT and SOM project works with the task force, to minimize duplication. IOM also worked in synergy with British council who are working on community awareness using technology to complement IOM's activities on community conversations to prevent irregular migration. There a cordial working relationship and open communication between IOM and IPs in Ethiopia.

The excerpt below from the MTR report presents a good example on coordination from **Djibouti**:

"BMM has created context-appropriate partnerships with migration authorities and health service providers in Djibouti, as is reflected in the relationships surrounding the Medical Referral System (MRS). The MRS was developed in consultation and partnership with the Ministry of Health and the local hospitals of Obock (Centre Médical Hospitalier Obock) and Tadjoura, as well as the Hôpital Général Peltier in Djiboutiville. MRC staff said they would potentially also like to partner with Al Ahma private hospital in Obock as this hospital has complementary and additional equipment to the other local centers. However, the MRS does not partner with local or international NGOs, and the MRC does not coordinate with other BMM IPs beyond IOM. GIZ is the main other IP involved in Protection activities in Djibouti with BMM, but they at present are not involved in MRC activities"⁵³.

○ **What were the coordination gaps and challenges, and how have they affected implementation?**

Consistent with the mid-term report, the evaluation noted challenges in coordination, mainly with BMM partners, and IGAD and AU. The gaps with IGAD and Au coordination have already been mentioned elsewhere in the report. However, gaps in coordination with these regional bodies led to overlaps, confusion with government officials on differences in the scope of IGAD/AU and BMM activities. Better collaboration would have minimized overlaps while increasing synergies.

The second challenge was the overlap caused by the BMM division of labour. Overlaps arose where BMM partners such as GIZ and Expertise France were assigned to lead implementation of policy harmonization and protection activities (eg shelter). These are traditional areas for IOM, which already had ongoing interventions. Confusion came about due to mandate issues as well limited capacity (technical and human resource) from IOM BMM counterparts to quickly initiate activities. The absence of clear communication and coordination led to IOM continuing to support some of the above result areas, causing suspicion among partners and perceptions that IOM was not transparent.

There were concerns of duplication of activities between IOM and other BMM Implementing Partners. One of the noted gap was different understanding by governments on who was responsible for which activities. For instance, capacity building of NCMs has been IOM's mandate under the IGAD programme. IOM continued to support this both under BMM and IGAD, whereas it was the responsibility of GIZ under

⁵³ BMM MTR Final Report, 2019

BMM. This has brought confusion with the government, especially when IPs approached the government as individual agencies. Further, in Kenya, the evaluation determined both IOM and GIZ were disseminating NRM at county levels without clarity in DOL on whether both agencies were responsible for this task. In **Ethiopia, Expertise France** was said to implement NRM activities alongside IOM. In Kenya, another example of duplication is where GIZ have planned to support NCM members for a study visit to Maastricht University (GIZ), on establishing migration post-graduate studies, while IOM is also doing it, taking them to Ghana. UNODC is training on anti- trafficking legislation, similar to GIZ and NRM is supported by both IOM and EF. Mandates of IPs were therefore overlapping⁵⁴.

Overlaps were noted in trainings. For instance in Kenya, a government official noted overlaps in content of trainings on CT between IOM and GIZ. "Sometimes we find overlap/collusion in training component. GIZ is training in CT- as discussed in Khartoum process⁵⁵." He suggested that BMM IPs should consult/share plans with the NCM secretariat.

Some IOM countries felt that GIZ as lead agency was taking credit for IOM achievements. Although a key informant attributed duplication of activities to lack of transparency in information shared, the evaluation noted some overlaps in DOL, a clear mechanism by IOM and BMM overall to address duplication of roles could be beneficial. A key informant proposed that, "Annual work plans, with detailed activities mentioned (training contents, etc.), should be shared and consulted among partners⁵⁶."

As mentioned before, a BMM IP mentioned difficulty in reporting mechanisms and distinguishing data and information of beneficiaries receiving support from BMM, especially where there was co-funding by other donors. In Ethiopia, GIZ preferred to fund activities 100%. A key informant in Djibouti noted that reporting lines were not clear enough; for example, IOM Djibouti send the report directly to Brussel, but GIZ Djibouti does not receive it although they have the role for coordination in the country.

One other major challenge in coordination was experienced at country level. Except for Kenya and Ethiopia, there was limited coordination with other BMM IPs. For instance in Djibouti, a key informant noted that BMM's IPs such as Expertise France and UNODC, had no office in Djibouti and they only came sometimes for the activities, with little information on their activities⁵⁷.

The evaluation found restricted sharing of information. There was a general fear of IOM losing its strategic position by sharing all its information. A key IP informant felt that IOM needs minimize co-funding of activities in order to ensure ease of reporting on BMM contribution. An example given was that whereas it was easier to understand IOM's reports on BMM activities that are not co-funded such as roll out of the NRM in Ethiopia, one IP found it challenging to understand extent of contribution of BMM for co-funded activities. The BMM MTR report also mentioned that IOM was not transparent with information. Whereas the report indicates that EUDs need to be involved more, in South Sudan the EUD reported being involved but suggested that they needed to be further involved beyond invitation to attend events. On the other hand, IOM key informants observed a one-sided communication in some of the countries such that whereas IOM provided information, it did not receiving any information from IP partners regarding implementation progress.

⁵⁴ Key Informant, Government official, Ethiopia.

⁵⁵ Key informant, Government Official, Kenya.

⁵⁶ Key Informant, Government Official, Djibouti.

⁵⁷ Key Informant, IOM Djibouti.

There was no coordination at all in some countries where other BMM IPs were absent. In some like Somalia, BMM appears like an IOM programme. The other challenge that hindered collaboration was in cases where BMM IPs delayed to implement activities assigned to them in the DOL but were within IOM's expertise and ongoing programmes. Examples include NCM and protection activities.

In Ethiopia, there was good practice where a common calendar was available for sharing of planned events. However, the main weakness was that IPs did not update regularly while others were not using the calendar, partly because it was seldom updated. There was a suggestion to share common office premises by IPs to ease communication and reduce transaction costs in some countries.

In Kenya, the differential payment of DSA by IPs has had a negative effect, with some government officers selecting to attend meetings of other IPs.

Coordination of activities in **Somalia** have been a challenge. The three states of Puntland, Somaliland and Somalia have different needs. However, BMM has not been possible to achieve a coordinated approach because of the political differences between the states as they do not talk to each other and it is difficult to bring them to the same table. IOM has employed a fragmented approach as each state has had to be handled separately. In addition to the above challenges, and according to a key informant, IOM Somalia does not have an internal coordination structure to facilitate coherent implementation of the three BMM components in the three states. There is no overall coordinator but one national officer based in Nairobi coordinating component three, and separate units responsible for some components of the project.

The evaluation noted a gap in IOM engagement with other partners including civil society for component three activities. As noted from a recent assessment of MRCs in Somalia, there are many sector working groups such as GBV, Protection, Land property, among others, but IOM was not participating in them. IOM was only participating in the Mixed Migration Task Force (MMTF) which it co-chairs with UNHCR⁵⁸.

Internal Coordination and Communication within country

The evaluation found fairly good coordination within country offices. However, the challenge affecting internal coordination is the decision making structure as mentioned before in the cases where national officers were in charge of activities, but reporting to both their line managers and RO BMM coordinator. They have to consult the regional office for most decisions. This at times delayed decision making. In addition, delays in coordination were caused by absence of dedicated staff. Staff committed to other projects could not fully dedicate time to respond to issues in good time both internally and externally. In some missions, such staff did not report directly to RO and therefore not accountable to RO. A key informant noted that RO had not provided much support to missions to improve internal coordination.

Internal Coordination and Communication from RO to country offices.

The evaluation found evidence of good mechanisms established to facilitate coordination and communication between RO and country offices, but with room for improvement. One mechanism was bi-weekly meetings with countries to provide share updates from both the regional office and country

⁵⁸ Key Informant, Giulia RAVASSARD (Consultant MRC Assessment in Somalia).

offices; review work plans but also trouble shoot some of the issues that missions present. This was the most appreciated mechanism by all missions.

The second mechanism was email communication. Of note however was a concern by a key informant who mentioned the need for more follow up face to face meetings as opposed to only email communication.

To a limited extent, the RO team has visited some missions to address their concerns and also attend the coordination meetings with other external partners.

Although not an officially written mechanism according to a key informant, there is a face to face regional coordination meeting between RO and country missions twice a year.

The evaluation noted a number of gaps as mentioned by key informants. A key informant in Djibouti was concerned with the language barrier. They noted that sometimes there is difficulty due to the language challenge as their reports are written in French.

Some countries had difficulty with the two levels of reporting. Project staff, particularly national officers reported to country programme managers as well as regional BMM leadership. In some missions, country level managers had limited decision making authority. At country level, BMM project falls within a department or unit, and therefore some decisions on its implementation require decisions and support on unit heads. The evaluation did not find a clear protocol to streamline decision making between broader programme managers and RO BMM management.

The evaluation found mixed evidence on effectiveness of coordination and communication between RO and country offices. Consistent with the MTR report, ineffective communication between regional and national offices “created a loss of ownership from national offices which could be detrimental to the programme’s implementation.⁵⁹” While some few missions described it as working well, majority of missions and key informants at RO felt communication with RO was worsening. Key informants from three country offices expressed a feeling of unilateral decision making by RO on country programme issues with minimal consultation with affected countries to understand country contexts. A key informant noted that migration management eventually is a country specific endeavor that cannot be managed “remotely” and the weak relationship between RO and some missions had affected effective implementation. In some instances, a key informant was concerned that RO communicated directly to government officials by-passing country offices. The absence of ownership led to frustrations with RO sometimes taking on leadership on issues that should have been country led. Overall, the evaluation found low morale among country offices and RO staff that this evaluation attributed to communication breakdown.

Sustainability

The evaluation assessed IOM’s strategy in design, implementation and reporting to ensure continuation of benefits beyond the project.

To what extent are the benefits of the project likely to be sustained after the completion of the project?

⁵⁹ BMM MTR Final Report, 2019.

- *What steps have been taken to promote retention of gains from this intervention?*

Findings: There was good evidence of inclusion of sustainability at project design and implementation. Sustainability was spelled out in the design of the overall BMM project. As noted by a key informant, sustainability is a core part of BMM. The whole of component one was about sustainability as its objective was to “put in proper structures, making sure that the government entities that have ownership of these structures and migration management are properly capacitated both in terms of equipment, infrastructure and skills.” It therefore assumed that by its overall design, particularly policy harmonization in itself ensured anchoring of migration management in government structures. However, given that such processes take longer than the project lifetime, specific measurable initiatives should have ensured continuation of results when BMM funding ends. The overall description of the Action (DOA), mentions conducting Training of Trainers (ToT), developing standardized training materials and SOPs, working through self-sustained local CSOs for awareness raising, and supporting government ownership whenever possible as ways the project will sustain its gains.

Findings are consistent with MTR findings, which found that sustainability measures were especially promising in Components 1 and 2, while not yet confirmed for Components 3 and 4. In terms of implementation, IOM has yet to create systems that are needed for its results to be sustainable. This as well was noted in the MTR report. However, targets for component one have largely been unmet and it remains to be seen whether policies developed will be implemented and governments will prioritize migration management. The evaluation found varied levels of interest and prioritization of policy harmonization among governments. Kenya seemed well advanced compared to the rest of the countries.

To ensure sustainability, and consistent with the MTR recommendations, IOM could employ different models ranging from financial and material support and advocacy to countries that are yet to prioritize migration management to less financing but capacity building for sustainability for those that are already advanced to win them off reliance on external funding.

The few examples below enumerate initiatives put in place by IOM that show potential for sustainability.

- *What Capacities have been developed to sustain progress towards long-term outcomes to addressing trafficking and smuggling of migrants from affected countries?*

Linked to findings on level of ownership of BMM project by governments, and as suggested by the MTR findings, and key informant interviews, it is a bit early to measure sustainability at this stage. Most trainings have been conducted recently. It is not possible to assess the participants on application of knowledge gained and how it will be sustained. The main threat to trainings was the staff turnover, and likelihood of governments investing further resources for continuous trainings.

In Ethiopia, a key informant indicated that the government already has a budget and government training systems for its officials. Apart from Ethiopia, Kenya and Uganda, it was not clear what mechanisms exist that capacity building on migration management could be sustained. The existence of the IOM ACBC centre is however a promising resource that governments could tap on for capacity building, though most lacked budgets to sustain trainings.

In Kenya and Uganda, to a large extent initiatives have built on existing activities within the government. For instance training provided for immigration officers in Kenya builds on the institution's induction training. The government has demonstrated capacity to sustain support provided by IOM. For example collaboration on financing activities like provision of fuel cards and recruitment of drivers for vehicles received from IOM. **In Uganda**, a senior immigration official confirmed that the government of Uganda through the ministry of Internal Affairs will allocate a budget for the running of both the sick bay and the vehicle that have been supported by IOM under BMM project.

In South Sudan, IOM provided support to establish an Integrated Border Management Committee (IBMC) at the border between South Sudan and Uganda. The IBMC has a clear TOR for national level and technical level functions anchored in the Passports and Immigration act 2011. According to IOM Key informants, the support that IOM provided to IBMC has created a unit that has started to become sustainable as now they are able to conduct their meetings based on existing structures created with the support of IOM. Funding of meetings to address urgent issues outside of routine meetings remains a challenge though.

In Somalia, for MIDA, IOM strengthened the capacity of immigration officers which were good, but the connectivity is the challenge. As reported by a key informant, without connectivity, it is difficult to manage the migration flows. There was however a huge gap in sustainability of Component 3 activities. Particularly, most MRCs were not government run. As noted by a key informant: "as for MRCs we need to finance them like forever."⁶⁰ IOM and BMM partners need to rethink clear strategies to ensure sustainability of migrant assistance services when donor funds end, including working with government and civil society partners.

In Ethiopia, nevertheless, there is an MRC committee established in 2017 in order to improve the services at MRC, identify the needs and gaps of migrants, and monitor and evaluate the services provided. The committee was comprised of local hospitals, justice, police, BOLSA and MRC staff. Although the committee seems not functioning well, which could be due to the lack of clear agreement between the stakeholders, such committee could be one of the good platform to ensure the participation of different stakeholders and discuss together on the migration issues.

Training was the main intervention seen to inbuilt sustainability into BMM activities. In all the countries visited, limited funding to cascade trainings, and support application of gained knowledge remained the main gap.

- *To what extent has the project build government ownership for sustainability?*

As mentioned in the relevance section, through undertaking various consultations before implementing activities, governments are taking ownership of activities as activities implemented focus on government specific mandates and priorities⁶¹. This has already assured sustainability of activities as demonstrated by interventions initiated by governments as a result of BMM activities. A good example is the launch of Kenya Institute of Migration studies offering post- graduate course on migration in Kenya. Being an academic institution it will continue flourishing and getting more staff and students, with possible support from partners. The requirement for intake will be basic knowledge in migration: either having worked on immigration issues, one is an immigration officer or you studied immigration. This will ensure targeting of

⁶⁰ Key Informant, RO Nairobi.

⁶¹ Key Informant, government official, Ethiopia.

relevant personnel. Given that IGAD member states can train in the institute, this is likely to have a wider impact in the region. A key informant from Kenya confirmed that the government would allocate funds in the 2019/2020 budget “so that the institute can become self-sustaining⁶².”

Consistent with findings of the MTR, the evaluation found the support by IOM and other partners to NCMs sustainable. Created in the framework of the IGAD Regional Migration Policy Framework, they are essentially nationally owned, financed and mandated. For example, the Kenya NCM is well anchored in the immigration department with a fully government resources secretariat, and chaired by a deputy Immigration Director. The NCM membership comprises high level decision makers with representation from key migration related departments. Through GIZ support, the NCM has a strategic plan assuring of its sustainability. The main gap affecting the sustainability for the Kenya and Uganda NCM remains the absence of legislation to anchor them in law and they are still working as administrative committees. In Kenya, the NCM chair explained that the respective ministries are considering it remaining as a lean functional committee as the process of developing legislation for it is long and winding. Current discussions are on whether the Kenya NCM should be institutionalized within the ministries, how it can fit into the existing institutional structures and how to run it with smaller costs. The strength of the Uganda NCM is that it has institutional mandate to steer the “whole of government approach” on migration management that the country has embraced. Debates on having it supported under policy or legislation are likely to ‘derail its work’, according the NCM chair. “But we are engaging on that and by mid this year I think we’ll know how we want to go about the institutionalization of NCM to the whole of government⁶³.”

For South Sudan, the NCM is anchored within the law, initially it was security focused (as National Alien Committee (NAC)) – but through IGAD support, the law was reviewed to have an expanded committee - National Consultative Mechanism on Migration (NCM). A challenge mentioned by Uganda NCM chair was lack of a budget to convene meetings and reliance on external partners to fund capacity building of NCMs.

As reported by a key informant, Kenya is heavily committed on global compact of migration adopted in 2018. The government has been very proactive, leading consultations on its migration policy. IOM is just supporting logistics and some technical input but the government is leading. IOM Kenya has conducted trainings targeting immigration but also inter agency coordination, where they have engaged with relevant agencies at the border such as customs, intelligence and police. A key informant noted: “We hear lots of news that they want this kind of training more because they don't really coordinate and this is a new thing. From that demand and request, our interventions and support has been useful for them and if not they will not request.”

As mentioned in the relevance section, and consistent with the MTR report, although considerable progress has been made towards fostering government ownership of BMM interventions in a few countries, a lot needs to be done to strengthen government ownership. As mentioned in the MTR report, “the inception phase of BMM aimed to include governments in programme design to take into account government priorities, thereby increasing ownership and sustainability for the programme and ensure governments would ‘take initiative and leadership’, while IPs would play a supporting role⁶⁴.”

⁶² Key Informant, government official, Kenya.

⁶³ Key informant, NCM Chair, Office of Prime Minister, Uganda.

⁶⁴ BMM MTR Final Report, 2019.

Further, consistent with the MTR report and as mentioned in the relevance section, involvement of governments of Ethiopia, Somalia, and Djibouti in the design of activities could have been better to ensure ownership and sustainability of activities.

Challenges and gaps noted include lack of capacity among governments to coordinate migration management. In Djibouti, a key informant noted that Ministry of Interior which is supposed to bring relevant ministries and partners on the table lacks capacity, including lack of staffs and other resources. The MMTF (led by IOM and UNICEF) is there, but it is not clear and few agencies participate. Key informants also noted the slow speed at which governments take ownership of activities and therefore BMM has had to let the government work at its own pace.

For Somalia the challenge is the political complications and structure as explained elsewhere in this report. There is Somali land, Somalia, and Punt land, IOM is trying to develop the inter-agency cross border cooperation and the SOPs for them but uptake may be difficult.

- *Link with other IOM projects for continuation of Benefits*

In Djibouti, the ongoing US programme for Population Refugees and Migration (PRM) which is ongoing has been supporting AVRR and some form of capacity building. In Djibouti, the existence of complementarity between activities implemented through other projects, particularly collaboration with Joint Initiative (JI) project and the one with Expertise France will enable continuation of MRC services beyond BMM funding. As the projects have one project manager, it is easy to direct them to have synergy and complementarity.

In South Sudan: A lot of the interventions and benefits especially the migration policy and IBM activities are anchored in government national plans and supported by relevant legislation and are therefore likely to be sustained by the government. There are other ongoing IOM projects that are likely to continue the benefits of these projects. (See more examples in the efficiency section for complementary projects).

Effectiveness

Is the Project on course to achieve its objective and results? To what extent are the outcomes (results) contributing toward improved migration management and addressing irregular migration?

The project has largely achieved the targets for component 3: **“Contribute to improved identification, assistance and protection for Victims of Trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa (output 3.1 and 3.3).** However, it is behind schedule in achieving the targets for component 1(BMM R.1.2): **“Comprehensive national migration policies / strategies are adopted in line with international and regional frameworks on migration management; and Component 2 (BMM R 2.3) : “Governments have improved capacities in integrated border management in place, in full accordance with relevant principles of international law.”**

For Component 1, the indicator was too ambitious which aims at developing migration policy *in 5 countries* in such a short project duration. Policy harmonization is a long process which needs to be continued. Taking that in account, we can conclude that we achieved the objective partially as only South Sudan

developed **2 out of 5** countries developed national migration policy, and other countries are also improved their engagement in migration management, and all are in course of developing migration policy.

For Component 2, although there are several indicators that we could not measure due to the lack of methodology, or to the lack of baseline data, we can conclude that most of the objectives are achieved as all the countries we interviewed expressed their satisfaction in general mentioning that their capacities are strengthened in migration and border management.

For Component 3, all targets are achieved at least quantitatively. However, especially for the reintegration support for potential VoTs and vulnerable migrants, there needs to be closer analysis in approaches in order to evaluate if the kind of support given to beneficiaries are appropriate for them and communities to avoid them re-migrating again and to reduce the irregular migration.

- *Would the improvement in migration management have happened in the absence of IOM's intervention?*

For all three components (Policy Harmonization, Capacity Development, and Protection) IOM intervened, and IOM is the leading and recognized agency by governments in handling the issues. The official of National Police, Djibouti clearly mentioned in the interview that he hopes that all the activities in component 1 and 2 should have been better managed by IOM, or at least be led by IOM for making sure that all activities are aligned with government policy. This statement shows how IOM's long engagement with government in migration management built the trust with the government counterparts, and the importance of IOM's participation in the project.

What factors affected achievement/non-achievement of results?

The BMM programme provided an opportunity to implement interventions linked to prevention of irregular migration and assistance to vulnerable migrants as well as border management. IOM's activities have seemingly linked protection of vulnerable migrants to border management by bringing out key issues such as the links between human trafficking and smuggling and the need for effective border management to prevent irregular migration. Policy Harmonization activities have supported a 'whole-of-Government' approach to migration management through the development of policies which promote safe and legal migration, such as national migration and labour migration policies.

BMM is a results-oriented programme. The logic behind this intervention did not always manage to establish a directly attributable connection between the outcomes, indicators and the results as a means to achieve the BMM goals. Even though the distribution of labour is clear, when it comes to practice such division of labour, creates confusion as activities merge in a way that most IPs replicate activities and do not always reckon that their intervention must be based on the strength of their respective mandates.

There is a clear conflict of interest in the case of GIZ being the donor, the coordinator and implementing partner. In Uganda, GIZ had presented the achievements of IOM as theirs. In this respect, IOM should take a stronger standing role and better define its position with respect to GIZ, reducing critical implementation challenges, and protecting copyrights of IOM's expertise in migration and other related fields.

Most of the stakeholders interviewed appreciated and appraised the hard work, support and assistance that IOM had provided so far; with most main reference to IOM to Kenya, South Sudan, and Uganda.

Project implementation was affected by the below factors, including:

- a) Lengthy approval procurement processes;
- b) Frequent rotation of IOM staff and change of Government`s focal points;
- c) Expansive geographical regions in most of the countries with vast territories;
- d) Lack of effective management –as a co-shared responsibility between the RO and the CO;
- e) Poor operational/ security environment in some missions;
- f) Lack of dedicated staff for BMM;
- g) Lack of ownership and accountability demonstrated by some IOM missions; and
- h) Insufficient internal coordination and guidance.

Below is a summary of progress made to date on planned outcomes.

Component 1: Policy Harmonization – partially achieved

Result- Outcome	Indicators	Achievement
<p>R.1.2. Comprehensive national migration policies/strategies are adopted in line with international and regional frameworks on migration management (Djibouti, Ethiopia, Kenya, Somalia and Sudan)</p>	<p>Number of draft national migration policies/strategies (achieved 1/5: Kenya developed migration policy)</p> <p><i>Baseline: Not documented(ND)</i></p> <p><i>Target: Not Documented</i></p>	<p>This outcome was ambitious considering the complex political context of target countries. Out of 5 target countries, only Kenya is awaiting finalization of the migration policy.</p> <p>The selection of activities, were not specifically linked to the output. The evaluation does not find the output as well as activities sufficient to achieve the expected outcome. There are no baselines and targets to measure progress of the outcome and some output indicators.</p> <p>One of the output indicators is a process indicator providing very little information on results.</p>
<p>Output 1.1 (Djibouti, Ethiopia, Kenya, Somalia and Sudan)</p> <p>Multi-stakeholder ownership of the policy/strategy development process</p>	<p>Number and quality of inclusive multi-stakeholder consultative meetings during the drafting, deliberation and validation process (BMM RI 1.2.1)</p> <p><i>Baseline: Not documented</i></p> <p><i>Target: Not Documented</i></p> <p>Examples of validation of draft policies by existing multi-stakeholders (government & civil society) fora (BMM RI 1.2.2) <i>Baseline: 0; Target 3</i></p>	<p>Despite the above gaps and challenges, the evaluation noted progress towards the outcome as follows:</p> <p>Djibouti:</p> <ul style="list-style-type: none"> - According to the 2019 IOM, BMM annual report IOM is supporting the second phase of the development of Djibouti’s Migration Profile by carrying out an assessment of the migrants residing in Djibouti City; - Migration policy development is in the progress - Three studies on (i) Internal Migration, (ii) Female Migrants and (iii) Health Coverage of Migrants are currently being undertaken and are scheduled to be completed by June 2019. The data obtained will be used to update the Djibouti Migration Profile. <p>Ethiopia:</p> <ul style="list-style-type: none"> - IOM in collaboration with the Ethiopian Anti Trafficking Task Force (EATTF) completed a Mapping Assessment on existing migration-related legal and regulatory frameworks. This assessment is intended to inform the development of the migration policy framework in Ethiopia. The final

	<p># of citations of international and regional frameworks of migration management in the national migration policies (BMM RI 1.2.3) <i>Baseline: 0; Target 3</i></p>	<p>assessment report has been validated by government stakeholders and is currently in the final editorial stages;</p> <ul style="list-style-type: none"> - Two workshops for the EATTF members on the IGAD Regional Migration Policy Framework were conducted. A total of 46 (40 male and 6 female) participants were trained; - IOM supported the supervision of national level task force to evaluate activities of the regional task force(s) and training for law enforcement agencies. - IOM also supported in the formulation of the Migration profile which has been completed in addition to the migration policy. The report has been endorsed by the task force and the concept note submitted to government; - Revision of legislation/Proclamation 909 which intends to enlarge the mandate of the taskforce to be an NCM; <p>Kenya:</p> <ul style="list-style-type: none"> - Migration Profile 2018- launched in May 2018; - Migration Policy is finalized and waiting for approval by the Parliament. The Policy underwent a two-day validation workshop in July 2018, and attended by 35 (21 male and 14 female) - Training of senior Immigration officials in Turin(2017) on migration governance - International migration law (Italy) among other conferences <p>Somalia- Somaliland:</p> <ul style="list-style-type: none"> - Workshop on the establishment of Terms of Reference (ToR) for the Mixed Migration Task Force (MMTF)⁶⁵ held in Hargeisa in September 2018;
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⁶⁵ In early 2007, under the auspices of the Inter Agency Standing Committee’s (“IASC”) Protection Cluster, a Mixed Migration Task Force (“MMTF”) was established with UNHCR and IOM acting as co-chairs. MMTF membership includes OCHA, UNDP, UNICEF, OHCHR, DRC (Danish Refugee Council), and NRC (Norwegian Refugee Council). The purpose of the MMTF is to provide a more focused, rights-based strategy for response to protection and humanitarian needs of migrants and asylum seekers transiting through Somalia. It was recognized that while a degree of coordination and response existed, a pro-active, regional strategy that addressed the multi-faceted dynamics of this movement was lacking. All activities and outputs resulting from the work of the MMTF are overseen directly by the IASC Protection Cluster with regular consultations with the Somalia UN Country Team (UNCT) (<https://www.unhcr.org/protection/migration/4877716c2/mixed-migration-task-force-somalia-mixed-migration-somalia-across-gulf.html>).

		<ul style="list-style-type: none"> - Development of SOPs to guide inter-agency working groups at the national and local level. The intention of these SOPs is to facilitate interagency cooperation to improve migration management <p>South Sudan:</p> <ul style="list-style-type: none"> - First Comprehensive Migration Policy in South Sudan that was launched in April 2019. The policy will provide an opportunity for migration issues to be incorporated in government policies and development agenda. The policy validation workshop that took place in February 2019 was attended by 26 participants (22 male and 4 female).
Component 2: Capacity Development: Achieved to a considerable extent		
Result	Indicator	Achievement
<p>Result 2.3- Governments have improved capacities in integrated border management in place in accordance with relevant principles of international law</p> <p>Outcome: Contribute to BMM strategic Objective 2: To strengthen capacity of all national institutions and agencies responsible for migration and border management.</p>	<p>% of borders where integrated Border Management facilitates the movement of people among partner states (BMM 2.3.1)</p> <p>Baseline: Not documented</p> <p>Target 30%</p>	<p>It was not clear what the indicator intended to measure. In addition, the outcome indicator did not have a baseline. Therefore, the evaluation did not assess progress on this indicator but assessed achievements made under each output.</p> <p>This activity has reached the following Border Control Points :</p> <ul style="list-style-type: none"> Djibouti : 2 out of 6; Kenya: 34 out of 34; Somalia : 15 (No official number of existing borders); South Sudan: 2 out of 36; Sudan: 4 out of 22; and Uganda 7 out of 40. <p>The evaluation noted that Somalia has no official number of existing borders.</p>
<p>Output 2.1. Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda.</p>	<p>% of officials reporting increased cooperation in their border management duties</p>	<p>This indicator was difficult to measure as there is no baseline data. It was also not clear whether it was measuring performance per country or in all BMM countries.</p>

<p>- Enhanced integrated cooperation (national and local level-e.g. border guards, customs, police, national security and other relevant authorities (A 2.3.1. BMM)</p>	<p>% of countries utilizing harmonized tools/systems to collect and share migration data.</p>	<p>Due to time limitations, the evaluation team only visited two border control points, in Kenya- Isebania and Muhuru bay, and interviewed heads of border management in South Sudan, Kenya, Uganda, Djibouti and Ethiopia.</p> <p>There was good evidence of increased inter-agency cooperation as reported by all officials from different government agencies interviewed in Kenya and South Sudan.</p> <p>The evaluation further noted the following achievements under this output:</p> <ul style="list-style-type: none"> - In June 2018, IOM carried out a region-wide needs assessment of the most critical immigration and border management needs of the BMM countries. - IOM organized for a regional workshop on inter-agency cooperation and cross border engagement which aimed at bringing together 14 technical government officials working on immigration and border officials from BMM countries to review and validate the assessment. The workshop was also attended by 5 Director Generals and 2 Deputy Director Generals of Immigration from the BMM countries. - 21 Good Practices on Interagency Cooperation on Border Management were identified; and SoPs on Intergovernmental cooperation were developed. These SoPs tended to facilitate Intergovernmental Cooperation in Border Management and allow for cross-border operations that will assist with regular and irregular migration. <p>Ethiopia – South Sudan two Agreements on :</p> <ol style="list-style-type: none"> 1. Development of modalities to open border posts between the two countries; and; 2. Establishment of interagency joint patrols along the Ethiopian and South Sudan border between the Directors of Border Security Agencies; <p>Sudan and South Sudan agreed to work together to open four border crossing points, including One Stop Border Posts;</p>
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		<p>Guidelines were further improved and will be presented to the inter-agency working group members;</p> <p>South Sudan: <u>Integrated Border Management Committee (IBMC)</u></p> <ul style="list-style-type: none"> - The IBMC was created by Ministerial Order 9/2015 approved in April 2016, however, it became operational in October 2018, thanks to the support from BMM. One of the key achievements of the IBMC is the participation of the community in the Committee. Moreover, it enhanced cross-border cooperation with Uganda. IOM conducted two trainings for South Sudan and Uganda officials; one in Uganda, and another one in Juba on Humanitarian Border Management. Among IBMC success stories: <ul style="list-style-type: none"> Fostering petit commerce: the Committee fostered petit commerce between Uganda and South Sudan. At the same time improved communication and coordination between the two countries. Ebola response: National Government informed the IBMC on the Ebola breakout in DRC. The IBMC responded to the request by establishing control check points
<p>Output 2.2. Djibouti, Ethiopia, Kenya, Sudan and Uganda</p> <p>Improved integrated border management capacities at defined border posts</p>	<p>% increase in fully automated and functioning BCD</p> <p># of border management SOPs developed</p>	<p>This output is achieved to a certain extent. IOM performed well, however, there are gaps on how to measure the effectiveness because the planned interventions were weakly linked to indicators and the expected result. An additional indicator to measure results of trainings would have been beneficial, given the bulk of activities were focused on trainings.</p> <p>Regionally</p> <ul style="list-style-type: none"> - IOM conducted consultations with relevant agencies including those dealing with immigration, border security, customs, border police, to enhance capacity on the areas of: counter-trafficking; document inspection at land, air borders; Equipment for document inspection at land and air borders; Support on E-Visa program; Border Risk Assessment at seven border posts; Expansion of MIDAS and connection /interface between TIP/PISCES and MIDAS; IOM support for opening four new border posts between Eritrea and Ethiopia: Exposure visit to Rwanda for E-Visa systems; IOM facilitation with

		<p>signing counter-trafficking and smuggling agreements between Kenya, Tanzania; IOM support for opening of two border posts with South Sudan;</p> <p>Djibouti</p> <ul style="list-style-type: none"> - E-Visa (feasibility study, has been rolled out at all POE- 3 month pilot phase) and refurbishment of airport: the Government is satisfied with the concrete action of IOM which they believe improve their migration management significantly; - The mobile MIDAS were provided to be able to use for example in the trains, together with the trainings of officers on migrants' rights; - From July to August 2018, a total of 13 police officials benefitted from training of trainers on terminology on migration, migration and international law, trafficking and smuggling of migrants, migration and human rights, irregular migration and forced migration, migration management, etc; - During May IOM also supported training of 59 police IT focal points on the use of MIDAS; <p>Kenya</p> <ul style="list-style-type: none"> - Training on document examination and fraud detection, targeting 65 immigration officers was conducted in Nakuru, Kilifi and Eldoret, with an aim to build capacity of front- line immigration officers to distinguish fraudulent travel documents when presented at their respected border control points; - IOM supported with border patrol vehicles -5 Toyota land cruisers in 2016, 3 land cruisers in 2018 to the BMS to help with border operations to fight human trafficking/migrant smuggling and daily border operations; - Desktops /laptops to assist department operations for passport management system; - Through IOM, over 80% of all operators in the 33 points of entry have received training. Border officials have also received training on topics relevant for border operator's e.g. transnational organized crime, human trafficking, smuggling and concealment of contraband. IOM also supported a Training of Trainers for the BMCs; - Community border engagement sessions have also held in various locations. These have promoted information sharing between cross- border communities and officials from border agencies;
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		<ul style="list-style-type: none"> - As part of the momentum built under the BMM programme, Trade Mark East Africa supported discussions in Ethiopia on operationalization of Moyale One Stop Border Post (OSBP); - In 2016, IOM, sponsored government officials to visit Tokyo to build capacity in facial recognition system, which the Government has now installed at JKIA and Muhuru Bay border post including installation of solar energy (JSB); - The Government has received training assistance: supported to attend the Global Forum for Migration Development (GFMD), PS supported to attend GCM meeting in New York and Morocco; Specific trainings: - Installation of computer lab at JKIA –part of KIM studies programme; Bench marking trips to ACBC Moshi informed development of curriculum for KIM; also bench marking in Ghana Immigration service and Academy and Centre for migration Studies at University of Ghana - A key informant in Kenya noted: “Border operations were able to move due to available transport for border coordination and control and strengthened border management systems. Previously, border operations were not able to move. We have been evaluated by a UN official at JKIA with good feedback. The Equipment at JKIA is a deterrent to criminals. Border management systems are expensive);”⁶⁶ - KIM studies is a key milestone. IOM provided lots of technical input to the curriculum development. IOM is paying for 5 students. As part of this Kenya Institute of Migration studies, IOM is in the process of establishing a document examination lab established at JKIA. <p>Somalia</p> <ul style="list-style-type: none"> - MIDAS: IOM Somalia equipped a total of 15 ports of entry in Somalia and Somaliland with MIDAS, a high-quality and user-friendly System that can collect, process and record information for the purpose of identification of travellers, data collection and analysis. Training in ACBC in Moshi, Tanzania for 31 immigration officers from Somalia and Somaliland;
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⁶⁶ Key informant; Senior government official, Immigration(Kenya)

		<ul style="list-style-type: none"> - IOM Somalia also provided a 3-day training on humanitarian border management and human rights to 23 immigration officers in Mogadishu. The same training was provided for 25 immigration officers in Somaliland; - Study visit to Turkey was organized for 6 senior immigration officers from Somaliland with the primary purpose to increase their understanding of e-immigration operations in border management. <p>South Sudan</p> <ul style="list-style-type: none"> - SOPs establishing the requirements for entry and exit South Sudan territory are under development. At a later stage the SOPs, will be formalized to regulations. SOPs were coordinated with DPNI. This are intended to change the behavior of personnel on how they serve clients. Prior to drafting the SoPs, IOM visited several border posts to identify the needs and the findings were shared with the Government. <p>Sudan:</p> <ul style="list-style-type: none"> - MIDAS in Arabic: Testing of the Arabic version interface is on-going while consultants for installation and training on the use of the equipment and software have been engaged. IOM has also developed a border management training curriculum for front line commissioned and non-commissioned migration officers. - Trainings: IOM delivered IBM introductory training course to 23 officers at the Police training centre. BMM also supported a ToT on Document Security and Fraud Detection to 14 officers. <p>Uganda:</p> <ul style="list-style-type: none"> - The <u>Immigration Academy</u> was constructed by IOM through JSB. The government build three accommodation houses around the academy to facilitate accommodation for participants who were undertaking trainings. ; IOM under BMM donated a bus to the Academy to facilitate transportation of trainees and participants; - <u>ToT training on MIDAS (5 officers)</u> was a great achievement as not only empowered immigration officers but also created sustainability as the participants are now trainers and rolling out trainings on MIDAS: two on-site cascading trainings to 17 front-line immigration officers at 5 BCPs for the enhanced use of the MIDAS;
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		<ul style="list-style-type: none"> - IOM also assessed capacity gaps and needs at 7 BCPs (Vurra, Goli, Ntoroko, Bunagana, Cyanika, Suam, and Lwakhakha) in Uganda. The report from the pilot mission to Vurra and Goli, was conducted by a MIDAS expert from IOM Paraguay; the draft report was shared with Directorate of Citizenship and Immigration and Citizenship Control (DCIC). - Benchmark visit to: Ghana to learn on best practices of the Academy. The Academy in Ghana is self-sustainable however the Academy in Uganda has not yet reached to that level; Thailand: observe and exchange views on E-Systems and border control systems in Thailand.
Component 3- Protection- Achieved		
<p>S.O. 3. Improve the identification, assistance and protection of victims of trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa</p>	<p># of vulnerable migrants identified and assisted in accordance with established mechanisms and standards in the region (BMM SOI 3.1)</p> <p>Target 700 vulnerable persons</p>	<p>The target is achieved.</p> <p>Are Project results reaching the target groups and beneficiaries as planned?</p> <p>IOM reached vulnerable migrants and responded to their needs in a timely manner through this Project.</p> <p>Ethiopia</p> <ul style="list-style-type: none"> - 230,000 have also returned but none from KSA have received reintegration assistance. The mission has only received funds for post arrival assistance. - Beneficiaries are satisfied with the support received by IOM (training, provision of items), but some materials they requested were missing (there were no consultation about the change of materials). Beneficiaries feel that they are socially reintegrated in the community thanks to the economic support they have received. - Roll out of the NRM as the mission has been involved in drafting a counter-trafficking legislation and the NRM is included in the revision. Previously, there was a lack of legislative basis for the NRM, but with its inclusion, IOM aims to proceed with stakeholder consultation, formalizing referral relationships through MOUs, building competencies and training among partners. As the NRM did not have a legal basis, its mandate was not given to a specific organization. The governments lacks adequate capacity and

		<p>some migrants are not supported adequately e.g. migrants in need of psychiatric assistance.</p>
<p>Output 3.1 -Djibouti, Ethiopia, Kenya, Sudan and Uganda</p> <p>Mechanisms for identification and referral of victims of trafficking (VoT), refugees and vulnerable smuggled migrants are strengthened in the region (BMM R 3.2)</p>	<p># of national SoPs on identification and/or referral of victims of trafficking (VoT) and vulnerable migrant developed and agreed to in an inter-institutional approach (BMM RI 3.2.1)</p> <p>Target: 4 SoPs & tools agreed</p> <p># of training measures on identification and related tools for relevant actors/ organizations (including diaspora/community organizations) (BMM RI 3.2.3)</p> <p>Target: 20 training measures</p>	<p>This target is partially achieved as every country has SoP existing for identification and / or referral of VoT and vulnerable migrants, while it is not confirmed if all of them are agreed.</p> <p>Djibouti:</p> <ul style="list-style-type: none"> - IOM developed, in collaboration with the Ministry of Health (MoH), draft Standard Operating Procedures (SOPs) which focuses on referral of migrants to the local hospital in Obock (CMH Obock) for health assistance. The draft SoPs are in a final stage awaiting validation by the MoH; - However, there is still some challenges in referral system. The government sometimes just drops migrants in front of health clinic without following established SOP for referral. All the related institutions should be well aware of SOP, and respect them well. <p>Trainings</p> <p>IOM in collaboration with the Centre for Victims of Torture (CVT) -NGO from Ethiopia provided on-site training on mental health and psychosocial services to MRC staff at Obock. The training which was undertaken over a period of 9 weeks (October to December 2018) was aimed at improving the technical capacity of MRC team to provide mental health and psychosocial services to vulnerable migrants. Topics covered included; Understanding Trauma and Identification of Children with Trauma Symptoms, Training on Secondary Trauma, Self-Care and Professional Quality of Life (ProQoL). From the training, the 11 MRC staff (6 male and 5 female) showed an improved ability to identify migrants in need of psychological attention and enhanced their capacity to provide appropriate services to these vulnerable migrants.</p> <p>Ethiopia:</p> <ul style="list-style-type: none"> - IOM has worked with key institutions in harmonizing procedures for the reintegration of returnees in Ethiopia. To this end, IOM under the BMM and the EU-IOM JI for Migrant Protection and Reintegration conducted a

		<p>stakeholder’s consultative meeting on the adoption of the Assisted Voluntary Return and Reintegration (AVRR) SOPs involving 27 different stakeholders from government departments.</p> <ul style="list-style-type: none"> - Revision of Proclamation Act in counter trafficking. In that revision, the need to establish the national referral mechanism and giving additional mandates to the executing secretariat has been appreciated. If the law comes out, it will come out with this kind of positive development - IOM was able to update and revise the National Referral Mechanism (NRM) SOP. In September 2018, IOM organized a National Task Force Consultation Meeting on the revision and adoption of the NRM SOP to representatives from Government and CSO. This was followed by other consultative meetings in the four regions of Amhara, Oromia, Tigray and SNNPR where 143 regional representatives had an opportunity to provide their inputs to the SOP. The revised and updated copy of the NRM SOP has been submitted to the Deputy Prime Minister’s Office through the National Taskforce Secretariat for Government of Ethiopia endorsement. - The work conducted in protection under the DoV model will be critical. This will support assistance to vulnerable migrants in the country and NRM related activities as well as sustaining activities which commenced in 2015. This includes: Reconvening stakeholders, translating NRM, updating NRM SOPs and implementation guidelines and roll out in 4 key states of Amhara, Tigray, Oromia, SNNPR; - There are SOPs with every organization in MRC Semera. MoU was signed in Addis Ababa between IOM and Ministry of Health. - Returnees and victims of trafficking have a number of challenges and these challenges cannot be handled by a single organization. Therefore, it is crucial to work with different organization working in different areas. - Immigration office works to prevent irregular migration, and the immigration officers refer migrants to IOM. In Galafi, several trainings have been completed by IOM; such as on the human trafficking. <u>Two trainings</u> have been done and <u>three people from the police</u> participated. The topic of the training has been selected based on the needs assessment;
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		<p>Kenya:</p> <ul style="list-style-type: none"> - In 2015 the Government of Kenya developed the National Referral Mechanism (NRM) for Assisting Victims of Human Trafficking. It brings together stakeholders from different sectors to work towards countering trafficking in persons, in efforts to promote regular migration. <p>Trainings:</p> <ul style="list-style-type: none"> - Under BMM, IOM conducted seven workshops with a total number of 168 participants aiming at popularizing the NRM at the county level of Lodwar (May 2018), Kakamega (October 2018), Bomet (November 2018), Uasin Gishu (February 2019), Isiolo (March 2019), Lamu (March 2019) and Tharaka-Nithi (March 2019). The workshops targeted law enforcement officers, NGOs, journalist and labour recruitment agencies and therefore promoted an inter-institutional approach to the protection of vulnerable migrants. <p>Study visit:</p> <ul style="list-style-type: none"> - IOM supported a study visit by the Kenya Counter Trafficking in Persons Secretariat under the Ministry of Labour and Social Protection to Jordan in April 2018. The objective was to learn best practices on operating a shelter for assisting trafficked victims. Seven government officials (3 male and 4 female) attended in the seven-day trip. The team of delegates from the Jordan study tour have contributed into the efforts by the he government in establishing a shelter for Victims of Trafficking, they are also involved in developing SOPs for the shelter management and the government has identified potential staff who will work there, plans for capacity building of the said staff are under way. <p>Assessment report:</p> <ul style="list-style-type: none"> - The Assessment Report on the Human Trafficking situation in Coastal Region of Kenya prepared under BMM and facilitated through a number of workshops was launched in Mombasa County in July 2018, the target population was host community as well as governmental officials working along the coastal region. As a result of this study, the community members have become more aware on human trafficking and more collaboration especially by law enforcement and the general public has been bolstered. <p>Sudan:</p>
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		<ul style="list-style-type: none"> - IOM in cooperation with Ministry of Social Affairs and in collaboration with GIZ and UNICEF is developing <i>National SOPs for the Protection and Care of Child Victims of Trafficking</i>. The SoPs provide guidelines regarding coordination of roles and responsibilities as well as types of support between the State, UN agencies, GIZ and other stakeholders. <p><u>Trainings:</u></p> <ul style="list-style-type: none"> - <u>Two workshops</u> took place in Kassala; (i) the first one in December 2018, targeting 36 participants on mixed migration and protection of vulnerable migrants; (ii) the second was focused on strengthening the coordination among community-based entities and Kassala authorities targeting 30 representatives from Ministry of Social Welfare, Passport and Immigration, Customs Authority and migrant communities. <p>Uganda:</p> <ul style="list-style-type: none"> - IOM is conducting a capacity needs assessment and <i>mapping of stakeholders</i> providing assistance and protection services to the victims of trafficking. The report from the assessment is expected to provide elaborate NRM guidelines and consequently IOM will provide training on NRM to key stakeholders. <p>Somalia:</p> <ul style="list-style-type: none"> - SoPs on functioning of MRCs in Hargeisa and Bossaso are being finalized.
<p>Output 3.2 (Djibouti, Ethiopia, Somalia, Sudan & Uganda- with some regional activities)</p> <p>The availability of appropriate facilities providing specialized services to victims of trafficking (VoT) and vulnerable migrants is increased in accordance with</p>	<p># of new one-stop and/or mobile protection facilities for referral and basic services (BMM RI 3.3.2)</p> <p>Target: 3 (1 MRCs/ Outreach teams per country) (2019)</p>	<p>This target is achieved.</p> <p>Through six IOM supported MRCs located in Obock-Djibouti, Semera-Ethiopia, Hargeisa – Somalia (Somaliland) and Bosasso-Somalia, Gedaref and Kassala - Sudan, a total of <u>9,693 migrants</u> have been assisted through provision of a wide range of services including migrant-registration, psycho-social counselling, provision of accommodation, food, Non-Food Items (NFIs), medical screening, basic and referral health care services, hotline services, consular services, legal assistance, as well as Assisted Voluntary Return and Reintegration (AVRR). IOM through BMM, due to time constraints, decided put on stand by the MRC in Jijiga and support a new MRC in Gedaref.</p> <p>Djibouti</p>

<p>applicable international human rights standards (BMM R3.3)</p>		<ul style="list-style-type: none"> - Health Clinic in the MRC in Obock, before BMM, and during the cholera crisis, the Government would take migrants with Cholera and just bring them to the MRC which has no adequate equipment to treat them. Now, with the Health Clinic in MRC with the equipment and Medical Doctor, migrants are treated better. Regarding staff, although at the beginning there was a staff from Min of Health, it didn't work and now IOM directly hires staffs at her own cost. The facilities are very good but there is challenge in referral system. The government often just drop migrants in front of health clinic without following established SOP for referral. There are forms to sign, etc., and it needs to be respected, and without it, there is even difficulty in paying the bills for these migrants. There is also psychosocial services provided, through Ethiopian NGO called CBT, and Ethiopian colleague is staying in the clinic. <p>Obock MRC has attended a total of 2,278 migrants with medical assistance. With regards to psychosocial assistance, 481 migrants were assisted with individual or group counselling by a counsellor.</p> <ul style="list-style-type: none"> - Mobile health patrols system has been introduced since December 2017, in order to support migrants in the move that are in needs of water, etc. However, there are some difficulties / weakness in this activity as this system rely on the Ministry of Health, and there are some delays in activities, difficult to receive necessary data, etc, which is also due to the absence of IOM Health Project Coordinator who can properly follow up. <p>A total of 446 migrants have received services from the Mobile Patrol Unit from April to June 2018 in Obock.</p> <p>Is the Project on course to achieve its objective and results?</p> <p>Yes, at least IOM Djibouti is on the way to achieve the objective and results.</p> <p>Ethiopia</p> <ul style="list-style-type: none"> - Transit Center in Addis Ababa: The centre provides temporary shelter and other services to both adult and children (accompanied and unaccompanied/separated). Services provided at the centre include medical screening, psychosocial counselling, family tracing and reunification. IOM through BMM supported the refurbishment of the centre by creating <u>child friendly spaces</u>, addition of beds and bedding materials as well as improving recreational facilities for migrants.
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		<p>A total of <u>9,145 returnees</u> have benefited from these services supported by BMM.</p> <ul style="list-style-type: none"> - As a recommendation, there is a need to add protection measures (such as shelter) in the Federal Police at Galafi border point. There are about 200 migrants per day who cross that border, and here are some challenges; lack of water and food to provide to migrants (support from host community is not enough), lack of transportation means to transport migrants who would like to be sent to MRC Semera, lack of health facility / service at border point (in case of sick or injured migrants, there's no appropriate clinic at this border point). <p>Only between January and February 2019, 144 (93male and 51 Female) ad 69 male migrants registered respectively in the MRC in Semera. IOM provided lifesaving assistance. In total, from the MRC in Semera, 3,705 migrants have benefited from this facility. Out of these 359 are UMC.</p> <p>Kenya:</p> <ul style="list-style-type: none"> - IOM, in partnership with the Ministry of Health, is currently conducting a <i>Rapid Needs Assessment at Eastleigh Wellness Centre</i>. The objective of the assessment is to explore strategies to strengthen the capacity of the Eastleigh Wellness Centre in the identification, case management, referral and protection and integrate protection services focusing on victims of trafficking and migrants in vulnerable situations. <p>Somalia:</p> <ul style="list-style-type: none"> - Mobile Patrol in Somaliland: Mobile Patrol Unit (6 patrols from January 2019 until May 2019) that was not easy to set up, firstly because vehicles had to be procured and the process was long, secondly to have the team and deploy the team waswas complicated. The purpose of the Mobile outreach is to pass along migrant's route to assist migrant. Some of the routes are dangerous and there is a security threat in patrolling as smugglers do not want people to advice migrants not to continue to their destination. What happens is that if they are moving from point A to point B there are local administrators/governor so the Mobile Patrol is composed of governmental officials. In this respect, these governmental official should announce and
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		<p>present themselves to the local authorities to inform of what they are doing in the location. During these meetings the local authorities provide information whether they have seen or not migrant and where approximately is their location.</p> <ul style="list-style-type: none"> - <u>Awareness Raising with Community through the Mobile Patrols.</u> Patrols go to migrants communities (called IDPs) that are mostly from Ethiopia where people from the same country get together. So when Mobile Patrols are doing their round, they go to those communities. The good part is that they have leaders and kind of a structure in place. These leaders are connected with local authorities. There was a very big meeting that IOM did with around 200 people on MRC activities, support offered and how to reach the MRC. - Mobile Patrol in Bossaso (Putland): under the Ministry of Interior. The patrol unit work along Art, Armo, Lasadawaco, Eldahir and Bosasso town. - A total of 523 migrants have been reached through the services of these mobile units in Somalia. <p>The Hargeisa MRC has assisted a total of 984 migrants. For Bosasso MRC 2726 migrants have benefited from the MRC services.</p>
	<p>Increase in range of services provided to vulnerable migrants in existing IOM-supported MRCs (e.g. screening, legal assistance, psychosocial counselling, medical assistance) (BMM RI 3.3.3)</p> <p>Target: 18 additional/ strengthened services spread over 6 MRCs (ET, DJ, SOM, SU) (2019)</p>	<p>This target is achieved.</p> <p>Djibouti</p> <p>MRC Obock</p> <p>Health Clinic in the MRC in Obock, before BMM, and during the cholera crisis, the Government would take migrants with Cholera and just bring them to the MRC which has no adequate equipment to treat them. Now, with the Health Clinic in MRC with the equipment and Medical Doctor, migrants are treated better. Regarding staff, although at the beginning there was a staff from Min of Health, it didn't work and now IOM directly hires staffs at her own cost.</p> <p>Obock MRC has attended a total of 2,278 migrants with medical assistance. With regards to psychosocial assistance, 481 migrants were assisted with individual or group counselling by a counsellor.</p>

		<p>Ethiopia--- MRC Semera</p> <ul style="list-style-type: none"> - Improvement of MRC facilities. The support IOM provided to MRC Semera are: construction of toilets and showers, equipment for accommodation such as bed, fridge, air conditioner, etc., and financial support for management fee such as electricity and water. - The capacity of this MRC is 102 person (male and female); there are room for male, female, and for minors. - Lifesaving assistance. MRC Semera does not receive migrants every day, but for example, 144 (93male and 51 Female) and 69 male migrants were registered and provided lifesaving assistance in January and February 2019 respectively and again on 11th March 2019, they have received another 20 people who were referred by police. These migrants will be sent back to their home by bus, and will be linked with reintegration support (job creation, in-kind support, etc). As recommendation, there is a need to add child friendly space and TV room in order to ease the traumatic experiences of migrants. <p>Somalia:</p> <p>MRC Bosasso and MRC Hargeissa</p> <ul style="list-style-type: none"> - Hargeisa and Bossaso MRC provide assistance to migrants- mainly Ethiopians who are on the way through the North Eastern route. IOM through BMM provides for the running costs of these MRCs as well as providing direct services to migrants. <p>For Hargeissa, there is a need to expand the service by establishing sub MRC at Borou and Boruma so that immigration can refer migrants to MRC Hargeissa.</p> <p>Sudan:</p> <p>MRC Khartoum</p>
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		<ul style="list-style-type: none"> - IOM supports the Khartoum MRC in delivering services to migrants in need. The following services have been provided: medical services: 2,338 migrants; psychosocial services: 118 migrants; services to migrants in detention (medical, food and Non Food Items-NFI): 198 migrants; and services to migrants at the Ethiopian Community Association's safe house (medical, food, NFI): 154 migrants. Further from that the MRCs provides capacity building trainings and workshop for government and non-governmental stakeholders to strengthen their protection principles and enhance their capacity to respond to migrants in vulnerable situations. <p>MRC Gedaref</p> <ul style="list-style-type: none"> - IOM opened in March 2019 the MRC in Gedaref. The MRC is co-funded by the BMM and the EU-IOM Joint Initiative for Migrant Protection and Reintegration Programme. A Local Cooperation Agreement was signed with the IOM's main counterpart in Gadaref, the State Ministry of Social Development and Health (State MoSDH) in April 2018.
	<p># of specialized training measures for staff of protection facilities/ social workers/CSO/diaspora organizations in the region (BMM RI 3.3.4)</p> <p>Target: 20 training measures (2019)</p>	<p>This indicator was difficult to measure as data was not available.</p> <p>However, the evaluation noted the following achievements:</p> <p>Djibouti:</p> <ul style="list-style-type: none"> - IOM facilitated a one-day training on acute watery diarrhoea in May 2018 with 20 doctors across the country (18 male, 2 female) participated in the training, which aimed at building capacity of medical officers in responding to the medical emergency in the country. <p>Kenya:</p> <ul style="list-style-type: none"> - IOM Kenya has supported the Counter- Trafficking in Persons (CTiP) Secretariat with dissemination of the National Referral Mechanism (NRM) for assisting victims of human trafficking in Kenya. The dissemination sessions held in seven Counties targeted law enforcement officers, NGOs and recruitment agencies. The workshops also sought to enhance stakeholders' understanding on the identification of victims of trafficking and the Counter Trafficking in Persons Act. From the workshops, stakeholders consented to a multi- agency approach to combat TIP.

		<p>Somalia:</p> <ul style="list-style-type: none"> - IOM Somalia conducted training of MRC staff in Hargeisa on the wide range of services offered at the facility. From the training 13 (10 male and 3 female) MRC staff enhanced their knowledge on the technical aspects promoting effective service provision at the MRC and mobile patrol unit. <p>Sudan:</p> <ul style="list-style-type: none"> - IOM Sudan conducted one workshop on Mixed Migration, Medical and Psychosocial Needs of Vulnerable Migrants and Victims of Trafficking in River Nile State in July 2018, 48 (27 male and 21 female) representing government ministries, Civil Societies and NGO's were present at the workshop. They acquired knowledge on the medical and psychosocial needs of vulnerable migrants to utilize during their daily operations at the MRC. <p>Regional Office:</p> <ol style="list-style-type: none"> 1. Series of Trainings on Caring for Trafficked Persons, which is good as under migrant protection or assistance programs we did not have a component emphasizing health care. Definitely this is a good achievement. The training started with a ToT in Nairobi in September 2018, and the cascade trainings took place in Ethiopia, Kenya, Somalia (Somaliland) and South Sudan; 2. Determinants of Vulnerability (DoV) approach to the region – DoV approach broadens beyond individual assistance and talks about community system, structural factors, household and family level. It also talks about risks and protection; it is both a programmatic tool for analysis of situations to cluster what are the big challenges and case management tool, how can I help somebody based on the individual factors, community level, household and structural level. Structural levels can be migration policy, community level can be is there a community support and how can IOM support the community. IOM introduced this approach in Gedaref in Sudan and the new MRC will be functioning based on that and the operationalize will depend on how you design the program- for example screening forms you asses/analyze will be based on the individual factors, community factors and you give a score and you design who is going to be priority for assistance. This screening methodology tries to give you some criteria, they adapt status and legal category but that is not necessary the major consideration in particular for migrants as it can be very tricky. This is on the agenda settings. IOM launched
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		<p>it in Ethiopia, Uganda and managed to set the agenda and introduce a new approach which is IOM's approach, our institutional approach and make people listen to it and take it in.</p>
<p>Output 3.3 (Regional and beyond) Opportunities for voluntary return and reintegration are enhanced in the region, in full respect of applicable international standards and the non-refoulement principle. (BMM R 3.5)</p>	<p># of (potential) VoTs assisted with opportunities for return and reintegration (AVRR) according to global reintegration standards (BMM RI 3.5.1)</p> <p>Target: 300 victims of trafficking above baseline</p>	<p>This output is achieved up to a certain extent. There is a lack of understanding whether the result is based on quantitative or qualitative indicators. As per the numbers, IOM has accomplished the results. However, on the quality, there are some issues that IOM should improve.</p> <p>Based on the interviews, IOM should put in place a better way to carry out the reintegration process, establish follow-up procedures; enhance innovation by offering more sustainable solutions; identifying the root causes of irregular migration and take action based on the finding.</p> <p>For the indicator regarding # of potential VoTs assisted with AVRR, the target is achieved although the quality of operation could be improved.</p> <p>Ethiopia: Reintegration support packages are: 1) Entrepreneurship training to all returnees through TVET in each region or with colleges; 2) Develop reintegration plan for all returnees with budget; 3) Market assessment for equipment and provide in-kinds support (2000 USD/returnee); 4) Link returnees with government officials. These are individual support.</p> <p><u>1st group(290 persons):</u> BMM take charge of return costs and JI take charge of reintegration support cost <u>2nd group (357 persons):</u> BMM take charge of both return and reintegration support cost (*BMM and JI provide exactly same reintegration support.)</p> <p>Job Creation and Food Security Office (governmental agency) take care of reintegration support.</p>

		<p>The kind of reintegration support given are: cattle fattening, shops, etc. Some challenges were observed, regarding:</p> <ul style="list-style-type: none"> • When we look at the reintegration support as a whole, social reintegration activities were not clearly evident. It is not clear how family members were engage from the start. It is important to involve family members as especially for minors, family members support their migration / reintegration; • Reintegration support could be done together with some community development element to strengthen the resilience of community as a whole as there are constantly potential young people who like to migrate irregularly when they do not find any economic opportunity; • It would be also important to include some young people in the community for economic activities in order to create better social cohesion, and to reduce the further irregular migration; • Involvement of other implementing partners is important to maximize the impact of reintegration activities; • Capacity development for government partner is needed to better monitor the returnees; • There is no follow up mechanism after providing reintegration support. It is difficult to know if the beneficiary is succeeding the reintegration continuously, or re-migrated again; • Reintegration support should not be needs based, rather, should be skills based (diversifying their skills will be useful wherever they go); • Experience sharing is needed with other countries implementing BMM; • There seems no guideline for BMM as a whole.
	<p># of stranded migrants assisted with AVRR from detention (BMM RI 3.5.2)</p> <p>Target: 200</p>	<p>This target is achieved and exceeded.</p> <p>The beneficiaries of AVRR are largely stranded migrants and other vulnerable migrants.</p> <p>IOM under the BMM programme has assisted a total of 517 (493 male and 24 female) migrants with Assisted Voluntary Return. All 517 migrants benefited from reception assistance, temporary accommodation, onward travel, pocket money and reintegration counselling.</p> <p>171 migrants have received their reintegration plans and 103 are in the process of receiving their reintegration assistance by June 2019. The other group of returnees</p>

		will receive their reintegration plans under the EU-IOM Joint Initiative Programme, also managed by IOM.
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Impact

IOM, through this project, has brought many positive impact in migration management. In terms of policy, development of the migration policy together with the strengthened NCM in South Sudan clearly demonstrate the positive change of the government who now actively engaged in migration issues. In Kenya as well, the project strengthened NCM and now the Kenyan government owns it, and lead the coordination with different partners.

Capacity of the governments is significantly developed as we can see from the example of Djibouti with E-visa system and Sudan with MIDAS in Arabic language. Many equipment has been provided to the countries which improved the border management.

For protection, improvement of the referral system brought the positive impact to relevant organizations.

For the case of Djibouti, the medical referral systems (MRS) brought the unplanned outcome of improving the health care in the area outside of the MRC. The fact that the MRS works with local hospitals and takes on their cases when the MRC has the capacity to do so allows local hospitals to better handle their own caseload, and thus improve the quality of their medical care. According to an international NGO, now that the MRS is in place, there is more capacity to treat migrants in the area. Moreover, IOM staff at the MRC believe that people's perception toward migrants has been changed. Before the creation of the MRC, "migrants were considered a burden by the local community, but now there is less negativity and migrants are perceived more positivity. Also, the mobile patrol system which was established in Djibouti, Somalia and Ethiopia could cover efficiently the vulnerable migrants who are outside of MRC. The activity of mobile patrol system should be strengthened combined with awareness raising of the surrounding communities.

On the other hand, one of the unexpected rather negative impact to IOM is the increase in competition. Through working with different partners in BMM, IOM built the capacity of other organizations on migration that they have never had any experience before. Although competition is not always negative, it is important to focus on working with partners in complimentary manner.

Also, in broader perspective, there found also a risk of BMM spoiled governments by providing many inputs by different partners without enough consultation and coordination among partners. In order for governments to own the migration issues, it is confirmed that we need to improve the consultation and coordination with governments, and with other partners.

4. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

BMM is a unique and complex project that is providing IOM an opportunity to demonstrate its unique position and expertise to build capacities of governments in migration management and effectively address current migration challenges in the East and horn of Africa.

The design of interventions was done consultatively between IOM and BMM Implementing partners: GIZ, UNODC, and Expertise France. **IOM was strategic in the selection of BMM components and result areas to which it is responsible for.** As a migration agency, all the components and result areas led by IOM are relevant to its current work in the region and its global mandate.

Whereas the strength of the project was its flexibility, enabling IOM to break ground in areas it had lacked funding, the theory of change could have been better articulated for IOM set of activities, to show how and why they were seen to contribute to BMM objective. It gave the impression that BMM could fund everything related to migration management. The overall goal is a little unclear on whether the focus is strengthening governments' migration management capacities overall, or capacities to address human trafficking and smuggling specifically.

The design of IOM interventions that contribute to BMM result areas (BMM Result 1.2; R2.3; R3.2, 3.3 and 3.5) was largely relevant to government and beneficiary priorities and needs. However, despite evidence of consultation of governments at the design phase of BMM, the evaluation found weak ownership of BMM activities in some countries. Slow uptake and progress in component 2 particularly in Ethiopia was largely due to lack of ownership by the government of the day in Ethiopia, which had prioritized security concerns over integrated border management. IOM could have also appreciated the political and security contexts to design interventions. Apart from South Sudan, IOM assumed a one fit for all approach where countries were expected to implement activities in result areas regardless of implementation environment. Activities have delayed to take off in countries like Somalia and Djibouti due in part to design of activities that do not fit the country context and capacity concerns. There were concerns by government and IOM country staff that governments were only asked to fit their priorities in a predefined framework. Some government key respondents felt that this gave them little room to identify what was extremely relevant.

Design of activities was aligned to regional and global priorities. However, the evaluation found weak evidence in involvement of IGAD, AU and engagement in the Khartoum process at the design stage. It is not clear what subsequent engagement with these processes has yielded so far, except for creating awareness on what BMM is doing.

The weakest point in the design by IOM was low allocation of funds to human resources. The design of the project was based on cost-sharing of resources and therefore relied on staff from existing projects to implement BMM activities. Lack of dedicated staff contributed to delayed implementation and non-achievement of results. The evaluators found mixed evidence though on whether this was a design or management flow. While some key informants maintained that IOM wanted to sell itself cheap, evidence

from the MTR report and other key informants show that the donor had no problem with IPs allocating more resources to staffing.

In some countries, and components where BMM co-funded activities of existing projects, the contribution of BMM tended to **be invisible or overshadowed** by that of other projects. This is evidenced by government key informants at times having difficulty distinguishing BMM results and contribution from other existing projects.

The evaluation established that the late entry of IOM in the BMM project design and the amounts provided gave little room to innovate further on the design. **IOM could have been strategic to prioritize result areas or countries instead of spreading itself thin doing everything where there was a gap in funding.** Overall the BMM objective is broad and ambitious and it is not clear whether the objective focusses on addressing irregular migration in particular or broad migration management which is unlikely to be realized in the foreseeable future.

There was no provision to revise the logframe. New activities not in original results framework were introduced for instance activities on bilateral labour agreements (BLA) in Uganda and Maritime workshop. The outputs of this activities were not clear and the evaluation did not find a common understanding as to what results they contributed to.

The evaluation found evidence of good mechanisms to ensure project efficiency. The project has a structured project management team at RO and finance and project monitoring processes in place. **Despite the presence of these systems, the project was largely inefficient, especially in the initial 2 years of implementation.** At the end of the initial project period, only 52% of the project budget had been utilized with most expected outputs behind schedule. The main cause of inefficiency was lack of adequate staff at mission level to implement activities causing delays. This was caused by delayed recruitment and/or insufficient funds. There was minimal M&E activities, with a main focus on tracking of activities and budgets and less on results and risks. A risk management plan could have been beneficial.

The evaluation found adequate evidence for cost effectiveness, though it did not conduct in-depth analysis. The project achieved economies as procurement procedures were largely followed to minimize wastage. A review of consultancy recruitment procedures and role of project managers in improving control measures could be beneficial.

As a cost-sharing project, synergies with other projects have ensured maximizing impact with lesser resources. Delays in tracking of expenses from countries happened in initial period of the project due to absence of dedicated staff. The current initiative by RO finance to conduct reviews of financial systems in countries will help strengthen control systems not only for compliance but to minimize resources. A review of cost-effectiveness of P staff Vis a Vis national officers as project coordinators at country level could be considered for the next phase. The evaluation did not find a clear logic in varied staffing structures in the country offices. In addition, the evaluation did not find study tours very cost-effective. Resources were used for learning that was unlikely to benefit the country. It could have been beneficial if they were linked to a government strategy so that they could be more relevant, and the selection of learning sites should have been in a similar context.

The Regional Office has had a good structure for coordination from the outset with dedicated staff comprising a Regional coordinator, Programme Support Officer, finance assistant, resource management officer and a team of technical staff for thematic areas. However, country offices did not enjoy a dedicated team to facilitate implementation of activities. This is despite most implementation of activities happening at country level. By its design, as a regional office, overall coordination of the BMM project and decision making takes place at regional level. **Coordination between RO** and countries has improved gradually during the last year of the first phase. Except for Somalia, country offices now have dedicated focal points overseeing activities. **Somalia still lacks an overall coordinator** to facilitate cohesive implementation of activities across the three components and states of Somalia, Somaliland and Puntland.

The evaluation found gaps in decision making at RO particularly in the initial period of the project. Most drastic decisions to improve project performance only happened from the last year of the project. A change of staff in the regional management team in 2018 and reallocation of resources to countries in 2018 significantly improved efficiency. At the time of evaluation, the project burn rate was at 87%, with most planned activities almost completed.

The project management team at RO could be more cohesive. The TORS of some staff were not clear. There were overlap in functions. The team perform better if it pulled in the same direction for efficient delivery. Communication between staff in the RO team and RO to country offices could be improved to build trust.

It is a bit early to determine the sustainability of the project and IOM activities. In the overall project design, component one on policy harmonization and two on capacity building are a core to sustainability. These components are in line with regional initiatives such as IGAD migration policy programme and HOAI initiatives which give governments mandate and ownership of the results. However, countries are far from attaining planned targets for outcomes under component one and two.

The design of component three is weak in sustainability. Most of the results are mostly BMM led and few initiatives, except for the NRM are government led. Most of IOM activities involved assistance of vulnerable migrant at MRCs which are mostly run by IOM. There are no strong mechanisms to strengthen national capacities to institutionalize MRCs into national systems. The lack of institutionalization of migration management in national budgeting cycles in most countries does not assure continuous funding for capacity building and other initiatives.

Specific activities and targets in the design and work plans would have provided more focus to the project team to monitor progress towards sustainability and strengthen systems for sustainability. Training of trainers and developing materials for trainings is one key component that was prominently implemented, though there were no structured follow up mechanisms to measure impact and sustainability.

A few examples of promising initiatives for sustainability, include the establishment of the Institute of migration studies in Kenya that will benefit countries in the region. The creation of MRS in Obock MRC in Djibouti is a promising initiative that assures collaboration and continuity of services. The ACBC in Moshi is IOM's resource available to governments to continue receiving trainings. However, the training curriculum could be improved to include all aspects including protection, MIDAs etc.

There was adequate evidence of gender and human rights mainstreaming in IOM activities, but could be improved. A review of documents and key informants showed explicit mainstreaming and reporting on gender but not human rights. However, there was no evidence of a clear strategy by IOM to mainstream gender or human rights. For example the log frame did not have any specific indicators or targets for gender or human rights where it was applicable.

The project has largely achieved the targets for component 3: “Contribute to improved identification, assistance and protection for Victims of Trafficking (VoT) and vulnerable migrants, especially women and children, in the Horn of Africa (output 3.1 and 3.3). **However, it is behind schedule in achieving the targets for component 1(BMM R.1.2):** “Comprehensive national migration policies / strategies are adopted in line with international and regional frameworks on migration management; **and Component 2 (BMM R 2.3) :** “Governments have improved capacities in integrated border management in place, in full accordance with relevant principles of international law.”

For Component 1, the indicator was too ambitious which aims at developing migration policy in 5 countries in such a short project duration. Policy harmonization is a long process which needs to be continued. Taking that in account, we can conclude that we achieved the objective partially as only South Sudan developed 2 out of 5 countries developed national migration policy, and other countries are also improved their engagement in migration management, and all are in course of developing migration policy.

For Component 2, although there are several indicators that we could not measure due to the lack of methodology, or to the lack of baseline data, we can conclude that most of the objectives are achieved as all the countries we interviewed expressed their satisfaction in general mentioning that their capacities are strengthened in migration and border management.

For Component 3, all objectives are achieved at least quantitatively. However, especially for the reintegration support for potential VoTs and vulnerable migrants, there needs to be closer analysis in approaches in order to evaluate if the kind of support given to beneficiaries are appropriate for them and communities to avoid them re-migrating again and to reduce the irregular migration.

For all three components (policy harmonization, capacity development, and protection) IOM intervened, IOM is the leading and recognized agency by governments in handling the issues. The official of National Police, Djibouti clearly mentioned in the interview that he hopes that all the activities in component 1 and 2 should have been better managed by IOM, or at least be led by IOM for making sure that all activities are aligned with government policy. This statement shows how IOM’s long engagement with government in migration management built the trust with the government counterparts, and the importance of IOM’s participation in the project.

IOM, through this project, has brought many positive impact in migration management. In terms of policy, development of the migration policy together with the strengthened NCM in South Sudan clearly demonstrate the positive change of the government who now actively engaged in migration issues. In Kenya as well, the project strengthened NCM and now the Kenyan government owns it, and lead the coordination with different partners.

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Recommendations

- **Theory of Change:** IOM and BMM partners could consider articulating the overall objective of BMM to be more realistic. Member states are at various levels of development with migration prioritized differently. A more realistic and achievable and realistic goal could better define the focus of the project. It appears human trafficking and human smuggling are the most immediate pressing priority and therefore more attention should be on related legislation. Though critical, too much focus on migration policy formulation where countries are not ready removes attention from this immediate need. IOM should articulate its own theory of change. Lack of common understanding of how the programme works/should work to lead to desired change can result in individuals and programs operating upon differing assumptions without realizing this, often leading to working at cross purposes.
- **Strategic programming:** IOM to focus on high impact results. Whereas BMM provides flexibility in programming, IOM should focus efforts on selected results where it has a niche such as IBM and MRC support, instead of stretching itself thin. Expand focus beyond training to tangible support eg infrastructure, equipment; sustainable capacity building initiatives eg immigration courses, capacity for policy formulation; initiatives to address root causes etc. However this should be tailored to country contexts and readiness of governments to foster ownership. A one

size fit all approach to IBM, policy harmonization or protection has caused delays in some countries. There is need to consider a different approach/scope of activities for fragile states such as **Somalia**, **South Sudan** and **Sudan** given the political dynamics. In addition, IOM should reconsider the extent to which it can have co-funding arrangements for human resources not to compromise project efficiency. Rethink focus of component two: whether scaling up MIDAS, IBM/OSBP. In addition, position labour migration initiatives better in design of BMM II. Finally, clearly define results for Maritime engagement.

- **Government ownership**: Ensure engagement of the highest authority in countries. Engagement should not be in selection of activities, but having governments on the table at visioning stage as much as possible. Having member state institutions such as IGAD, AU, EAC on board at design stage could strengthen the design of interventions as they are key stakeholders. **Consider BMM steering committee that brings in government and BMM partners;**
- **Management and coordination**: Strengthen regional coordination with missions – work to build trust with the missions, and also within the RO team: RO and CO should find better ways of communication, set approval procedures, and operational rules with regards to the implementation of the activities; dedicated management and project staff at RO and CO level (Undedicated staff and late changes compromised programme efficiency). Agree on RO and CO roles in implementation (oversight and technical guidance vs autonomy) to address perceptions of micro-management. Difficult to distinguish RO oversight role in regionally coordinated projects with implementation at country level (Countries could be given full programmatic autonomy with RO providing oversight, technical guidance, policy direction, overall donor liaison). The action is at country level not RO. COMs should not be isolated in the bigger scheme of planning to ensure accountability and alignment of BMM activities to IOM country priorities and reflect national government plans and priorities;
- **Empower country offices**: Streamline reporting structures- Agree on a workable coordination structure at mission level, with clear accountability mechanism/leadership designed by missions themselves; Re-think **Somalia BMM** project management structure and reporting lines. Reconsider coordination of activities(both internal, and with government); Ensure dedicated and competent core staff eg project managers, technical staff, finance etc; Strengthen role of project managers in financial controls- line item expense tracking;
- **Institutionalize learning**: Have an action plan or a different mechanism on how to implement knowledge acquired during the bench mark visits/study tours. RO should establish guidelines that will ensure effectiveness of bench marking visits; consider exchanges with countries within the African region with related contexts.
Analyze cost-effectiveness of study tours and staffing models; define technical expertise requirements for different staff positions and consider training of staff; review consultant recruitment procedures;
- **Communication**: Inculcate teamwork: common narrative in RO and country offices about BMM. For instance in engagement with GIZ, donor, governments; strengthen communication with IPs to address tag of being non-transparent –potentially establish protocols for sharing information which should be known to IPs. Built trust within RO team, and between country and RO; Establish dispute resolution mechanisms; address duplication of roles (clear TORs);

- **Sustainability**: Articulate sustainability strategy: Clear indicators and targets; tracking in annual work plans. Design a concrete sustainability plan for capacity building: for example, plan refresher courses, conduct evaluation of behaviour change, organize trainings of trainers etc. Re-think sustainability of component 3: Building government leadership; engaging others actors such as civil society, involving survivors of trafficking and smuggling testimonies are some of good practices noted to ensure sustainability of component 3 initiatives. Advocate for government funding/budget for migration management : NCM, human resource and trainings etc;
- **Gender mainstreaming** to be strengthened. Needs sufficient indicators and activities inclusion in monitoring;
- **M&E**: Articulate strategy. Each mission should have a separate RM and targets to track their contribution to the overall BMM project. Ensure sufficient and **SMART** indicators. Establish baselines, realistic annual targets. Build M&E capacity. Ensure sufficient tools to track and report on results.
- **Policy Harmonization**: There seems to be an overlap with other IOM projects as well as other BMM partners in component one. IOM should determine whether this could continue under BMM or other projects. Address duplication with GIZ. In addition, policy harmonization processes are lengthy. Consider indicators that measure policy development process to demonstrate BMM contribution. Examples include policy index. IOM should strengthen its expertise to provide technical guidance to governments on policy formulation and adaptation processes and not limit support to funding to meetings and in a few researches. RO should have this as one of the expertise to support country offices.
- **Capacity building**: Include specific indicators to assess the result of trainings conducted and link to outputs and overall outcomes. Whereas trainings were done for officials under the three components, there were no corresponding indicators related to the trainings.
- **Reintegration**: IOM should put in place a better way to carry out the reintegration process, establish follow-up procedures; enhance innovation by offering more sustainable solutions; identifying the root causes of irregular migration and take action based on the finding.

5. ANNEXES