REDUCING VULNERABILITIES AND EMPOWERING MIGRANTS

The Determinants of Migrant Vulnerability model as an analytical and programmatic tool for the East and Horn of Africa
This publication has been produced with the assistance of the European Union and the German Federal Ministry for Economic Cooperation and Development. The opinions expressed are those of the authors only and should not be considered as representative of the official position of the German Federal Ministry for Economic Cooperation and Development or of the European Union.
The opinions expressed in the report are those of the authors and do not necessarily reflect the views of the International Organization for Migration (IOM). The designations employed and the presentation of material throughout the report do not imply the expression of any opinion whatsoever on the part of IOM concerning the legal status of any country, territory, city or area, or of its authorities, or concerning its frontiers or boundaries.

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental organization, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration, advance understanding of migration issues, encourage social and economic development through migration; and uphold the human dignity and well-being of migrants.

Acknowledgements
The author Mariela Guajardo would like to thank Tim Howe, Julia Hartlieb and Heather Komenda for their valuable contributions to this paper. The author is also grateful to Christopher Wade, Laura Nistri, Mitsue Pembroke, Anne-Katrin Feigl, Veera Jansa, Isaac Munyae, Giulia Ravassard, Feisal Muhamud, Amy Edwards, Jesca Angida, Malambo Moonga and Etsuko Inoue for their review.

Publisher:
Regional Office for East and Horn of Africa
Sri Aurobindo Avenue
off Mzima Springs Road
Lavington
P.O. Box 55040 - 00200
Nairobi, Kenya
RONairobi@iom.int

www.ronairobi.iom.int
www.iom.int

© 2018 International Organization for Migration (IOM)
All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, electronic, mechanical, photocopying, recording or otherwise without the prior written permission of the publisher.
All images are credited to IOM © IOM
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Page</th>
<th>Section</th>
</tr>
</thead>
<tbody>
<tr>
<td>iv</td>
<td>TABLE OF CONTENTS</td>
</tr>
<tr>
<td>v</td>
<td>PURPOSE AND SCOPE</td>
</tr>
<tr>
<td>1</td>
<td>INTRODUCTION</td>
</tr>
<tr>
<td>2</td>
<td>THE DETERMINANTS OF MIGRANT VULNERABILITY MODEL</td>
</tr>
<tr>
<td>5</td>
<td>THE DOV MODEL AS AN ANALYTICAL TOOL</td>
</tr>
<tr>
<td>7</td>
<td>THE DOV MODEL IN THE EAST AND HORN OF AFRICA</td>
</tr>
<tr>
<td>10</td>
<td>WHO IS A MIGRANT VULNERABLE TO VIOLENCE, EXPLOITATION, AND ABUSE?</td>
</tr>
<tr>
<td>12</td>
<td>USEFUL PRACTICES</td>
</tr>
<tr>
<td></td>
<td>• Individual</td>
</tr>
<tr>
<td></td>
<td>• Migrant Response Centres</td>
</tr>
<tr>
<td></td>
<td>• Household</td>
</tr>
<tr>
<td></td>
<td>• Coordinated Response to Human Trafficking in Uganda</td>
</tr>
<tr>
<td></td>
<td>• Community</td>
</tr>
<tr>
<td></td>
<td>• Migrant community associations in Khartoum, Sudan</td>
</tr>
<tr>
<td></td>
<td>• Structural</td>
</tr>
<tr>
<td></td>
<td>• Ethiopia’s Anti-Human Trafficking and Smuggling of Migrants Task Force</td>
</tr>
<tr>
<td></td>
<td>• Djibouti’s National Referral Mechanism for Vulnerable Migrants</td>
</tr>
<tr>
<td></td>
<td>• Holistic interventions (individual, household, community and structural)</td>
</tr>
<tr>
<td></td>
<td>• Strengthening the capacity of governments on sustainable reintegration</td>
</tr>
<tr>
<td>30</td>
<td>• IOM’s Regional Data Hub</td>
</tr>
<tr>
<td>32</td>
<td>CONCLUSION</td>
</tr>
</tbody>
</table>
This publication is meant for government officials and practitioners working on migrant protection in the East and Horn of Africa region. Its objective is to strengthen the analysis and response to migrant vulnerabilities. It introduces IOM’s determinants of migrant vulnerability model and analyses how it can help strengthen current migrant protection efforts by allowing for more cohesion, complementarity and sustainability. Moreover, the document gathers examples and useful practices on how certain components of the model are already being implemented in the region. In addition, it aims to demonstrate how the model can serve as a framework for policy and practice. The document also provides guidance on identification of migrants vulnerable to violence, exploitation and abuse.

This compilation was recommended by representatives at technical level from government and civil society from Djibouti, Ethiopia, Kenya, Somalia, South Sudan, Sudan and Uganda as well as from UN partner agencies and the Inter-Governmental Authority for Development (IGAD) during IOM’s Regional Technical Workshop on Improving Identification and Referral of Migrants in Vulnerable Situations in the East and Horn of Africa which took place in Nairobi, Kenya on 20-21 March 2018. The development of this document has been funded by the Better Migration Management (BMM) programme which is working to address some of the most complex challenges related to migration in Kenya, Djibouti, Eritrea, Ethiopia, Somalia, South Sudan, Sudan and Uganda. More specifically, this compilation aims to contribute to objective 3 of the BMM which is to improve identification, assistance and protection for victims of trafficking and vulnerable migrants, especially women and children in the Horn of Africa. The BMM is a regional, multi-year and multi-partner programme funded by the EU Trust Fund for Africa and the German Federal Ministry for Economic Cooperation and Development (BMZ).

Many migrants in the East and Horn of Africa are exposed to violence, exploitation and abuse. According to the Regional Mixed Migration Secretariat (RMMS), 79 per cent of migrants in the migratory routes within and from the Horn of Africa have either directly witnessed or experienced one or multiple abuses during their journey including extortion, sexual violence and torture. IOM’s Flow Monitoring Survey shows that 48 per cent of migrants who take the Central Mediterranean route - a route commonly used by migrants from the Horn of Africa - are predicted to be vulnerable to exploitation or human trafficking.


2. The workshop was attended by government officials from Ethiopia, Uganda, South Sudan, Kenya, Sudan, Somalia and Djibouti; civil society representatives from Ethiopia, Uganda and Djibouti; UNICEF, UNHCR and IGAD as well as IOM staff from the organization’s headquarters, the Regional Office for the East and Horn of Africa and missions throughout the region.

3. For more information visit https://ec.europa.eu/trustfundforafrica/region/horn-africa/regional/better-migration-management-programme_en


There has been an increased emphasis in the region to develop robust protection mechanisms for certain categories of migrants, including refugees, victims of trafficking (VoTs) and unaccompanied or separated migrant children (UASC). However, there are migrants who might be in need of assistance and protection after facing violence, exploitation or abuse, and yet cannot easily access services due to the fact that they do not belong to one of these recognized categories of migrants. Indeed, many stakeholders in the region agree that vulnerable migrants are falling through the cracks in terms of assistance and protection.

When available, protection measures for migrants in a situation of vulnerability have tended to focus on a migrant’s immediate and individual needs without addressing other factors that exposed the migrant to risk. This narrow protection approach renders migrants vulnerable to further abuse and exploitation and calls into question the sustainability of assistance.

Some of these challenges are at the heart of the New York Declaration for Refugees and Migrants. The declaration states the need to “combat with all the means at our disposal the abuses and exploitation suffered by countless refugees and migrants in vulnerable situations” and “to find long-term and sustainable solutions.” The document also mentions that United Nations Member States “favour an approach to addressing the drivers and root causes of large movements of refugees and migrants, including forced displacement and protracted crises, which would, inter alia, reduce vulnerability, combat poverty, improve self-reliance and resilience, ensure a strengthened humanitarian-development nexus, and improve coordination with peacebuilding efforts.”

In the current Global Compact for Migration negotiations, Member States have stressed the need to address and reduce vulnerabilities in migration.

While the international community agrees on the need to focus on vulnerabilities, it is necessary to understand who is a migrant in a situation of vulnerability, the factors underpinning their vulnerability and develop procedures and guidelines for their identification and protection.

Protection measures for migrants in a situation of vulnerability have tended to focus on a migrant’s immediate and individual needs without addressing other factors that exposed the migrant to risk.

---
8. For more information see https://refugeesmigrants.un.org/intergovernmental-negotiations
Reducing Vulnerabilities And Empowering Migrants

The determinants of migrant vulnerability (DoV) model was developed by IOM as a result of operational challenges the Organization faced while implementing projects aimed at assisting various categories of vulnerable migrants around the world. IOM has decades of experience implementing counter-trafficking projects aimed at assisting VoTs as defined in the Palermo Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. However, IOM has come across many migrants in need of assistance who did not strictly meet the definition of a VoT as per the Palermo Protocol. For example, stranded migrants, smuggled migrants and irregular migrants who have been tortured, raped or kidnapped still need assistance but generally there have been few programmes to assist these migrants. Furthermore, there has been a lack of clear guidance on how to refer these migrants to other service providers and what type of assistance these migrants are entitled to.

Additionally, the sustainability of some of the assistance provided to VoTs and other migrants has often come into question. Because, if a migrant’s immediate needs are being met, but the underlying situation which put him or her at risk is not addressed, there could be a possibility that the migrant might again be exposed to violence, abuse or exploitation in the future.

Against this backdrop, IOM began expanding its focus from counter-trafficking to assistance to migrants vulnerable to violence, exploitation and abuse. This programmatic development is not meant to diminish the importance of counter-trafficking initiatives and the organization continues to work with its Member States and its partners to combat this specific crime and assist identified victims. IOM is simply adding a new broader focus that includes VoTs and other vulnerable groups as defined in international law and reinforcing access to protection for all migrants vulnerable to violence, exploitation and abuse.

The DoV model is meant as a framework for analysing and responding to migrant vulnerabilities. The model has two main objectives. First, to close the gap between protection afforded to recognized categories of migrants (e.g. VoTs, refugees) and those who are experiencing violence, exploitation, abuse and/or rights violations but are not within protected categories of migrants. Second, the model aims to provide a whole-of-society approach to migrant protection and contribute to more sustainable interventions.

Stranded migrants, smuggled migrants and irregular migrants who have been tortured, raped or kidnapped still need assistance but generally there have been few programmes to assist these migrants.

---

9. Migrants can become stranded when they are caught between removal from the state in which they are physically present and unable to return to their state of nationality or former residence. Migrants are often stranded when they do not have travel documents or sufficient resources to continue their journey or return home. Providing assistance to stranded migrants can be problematic when migrants find themselves in an irregular status in a country where they have no diplomatic representation for issuance or reissuance of travel documents. See IOM, UNHCR and Save the Children, Training Manual: Facilitator’s Guide. Addressing the Challenge of Mixed Migration. Part of the project “Addressing Irregular Migration Flows in Southern Africa”

10. IOM’s Handbook on Direct Assistance for Victims of Trafficking, which provides practical and detailed guidance on how to assist VoTs continues to guide the work of counter-trafficking practitioners throughout the world. The Handbook is available at https://publications.iom.int/books/iom-handbook-direct-assistance-victims-trafficking-0
The DoV is a social-ecological model which acknowledges that individuals are situated within a household, a community and a country. According to the model a ‘migrant vulnerable to violence, exploitation, or abuse’ means:

- a migrant or group of migrants with limited capability to avoid, resist, cope with, or recover from risks or experiences of violence, exploitation, or abuse that they are exposed to or experience within a migration context.
- This limited capability is the result of the unique interaction of individual, household, community, and structural characteristics and conditions.

The term ‘migrant’ does not refer to refugees, asylum-seekers, or stateless persons, for whom specific protection regimes exist under international law.

The model examines factors at four levels: individual, household, community and structural. Each factor can create risk or protection. Vulnerability is seen as a scale, from very vulnerable to not vulnerable, based on the unique interactions of these risks and protective factors at the different levels.
**Individual factors** refer to a migrant’s physical and biological characteristics; their status in society; their histories and experiences; their beliefs and attitudes; and their physical and mental health and well-being. Some examples of individual factors are age, sex, racial and/or ethnic identities, sexual orientation, gender identity, personal histories, mental and emotional health, and access to resources, such as money, goods, or support. Risk factors include things such as history of substance abuse and irregular migration status. Protective factors can include literacy and being an adult.

**Household factors** are related to the role and position of individuals within the family as well as family histories and experiences. Families are important in determining vulnerabilities as they are typically the first option for individuals who require support, particularly for children and youth. Households can also inform migration decisions. Some examples of family factors are things like family size, family socio-economic status and family histories of violence and substance abuse. Risk factors can include inter-personal violence and a history of unsafe migration behaviours while protective factors include sufficient earnings to meet basic needs and equitable opportunities for boys and girls within the family.

**Individuals** and their families are situated within a broader physical and social context. They are affected by their community’s economic, cultural, and social structures and their positions within these structures. Communities with strong social networks and access to resources can provide support and protection to individuals and families, whereas being located in communities without such networks and resources can create risk factors for individuals and families. Examples of community factors include access to quality educational opportunities, health care and social services; livelihood and income generation opportunities; the natural environment; and social norms and behaviours. Some community risk factors include practices such as forced marriage, or the presence of natural hazards such as drought. Protective community factors would include a good education system accessible to all, sufficient access to quality health care, and a functioning social protection system.

**Structural factors** are the historical, geographic, political, economic, social, and cultural conditions and institutions at the national, regional, and international level that influence the overall environment in which individuals, families, communities, and groups are situated and which shape their beliefs, decisions, and behaviours. Structural factors are typically relatively stable and have both immediate and longer-term impact. Examples of structural factors include histories of colonization and conflict, political systems, migration policies and governance, respect for human rights, and the rule of law. Example of risk factors include conflict and instability and poor governance while protective factors include peace and security, strong migration management policies and respect for human rights.

A migrant’s situation or that of his or her household, community and/or country can change rapidly or in an unforeseen way and this could increase or decrease exposure to violence, exploitation and abuse. These circumstantial factors are cross-cutting across the four different factors mentioned above. An example of a circumstantial risk factor can be the outbreak of conflict as this exposes a community to abuse and exploitation, including trafficking in persons.

In this sense the DoV is a framework of analysis which can be applied at any stage of the migration process and in any context and which allows practitioners to determine if a migrant is vulnerable and if their vulnerabilities are a result of individual, household, community and/or structural factors. The model also aims to understand resilience, examining the way individuals as well as households, communities and governments can contribute and empower its members.
The DoV model provides a programmatic framework also referred to as the protection and assistance to vulnerable migrants framework. The following chart outlines the components of this framework: Depending on which level the risk is identified, programmes can be targeted as follows:

At the **individual level**, migrants who are vulnerable to, or have experienced, violence, exploitation, abuse, or rights violations, require responses that directly address their immediate needs. Examples of individual level responses include:

- Safe shelter or accommodation;
- Physical and mental health care;
- Legal and consular assistance;
- Education;
- Skills development and training;
- Livelihoods and income generation opportunities;
- Opportunities for regularization of their immigration status;
- Family reunification;
- Return and reintegration services; and
- Counselling on safe migration practices.
Case workers and other service providers are usually responsible for providing this type of assistance. Generally, individual level responses tend to include short-term interventions but assistance that requires more time (e.g. mental health services, education) might also be needed. Migrant Response Centres, as discussed below, provide assistance that tackles individual-level vulnerabilities (see page 13).

Appropriate responses at the household level may include:

• Family counselling;
• Responses to domestic violence and gender-based violence within the family;
• Livelihoods and income-generation for the head of household or other members of the family;
• Alternative care arrangements for UASCs;
• Family tracing;
• Best interest assessment and determination for UASCs; and
• Family reunification

Household level interventions can also be provided by case managers and other service providers. Interventions to address risk factors at this level could include short-term interventions but also include medium-to-long term interventions such as family counselling for domestic violence. Household surveys, as carried out by IOM Uganda in conjunction with local governments as explained below, are a good way to capture vulnerabilities and strengths at the household level (see page 17).

Appropriate responses at the community level can include:

• Community development programmes;
• Efforts to change attitudes and beliefs so that community members view all members, regardless of age or gender as full and equal participants in the cultural, social, economic and political life of the community;
• Efforts to encourage full and equal participation of boys and girls in education;
• Public information campaigns to inform communities on safe migration processes; and
• Capacity development programmes that improve community members’ and community leaders’ skills, knowledge, and resources for adapting to, mitigating, and reducing the effect of climate change and environmental degradation.

Community level programming tends to require medium-to-long term approaches, as addressing community risk factors requires changes to broader social, economic, environmental, and cultural factors. Community level responses can be implemented by communities themselves usually spearheaded by community leaders. Local government officials as well as organizations focused on community programmes also have an important role to play at this level. Examples of how migrant communities are providing support to migrants in need in Khartoum, Sudan are presented in the section below (see page 20).

Programming that aims to address structural factors can include:

• Improvements to the rule of law and respect for human rights;
• Improvements to national laws and policies to ensure that they recognize migrants’ rights and offer adequate protection for migrants;
• Inclusion of migration and migrants’ rights into local and national development plans and United Nations Development Assistance Frameworks (UNDAFs); and
• The development and implementation of policies for safe and regular migration, including labour mobility; and
• Diaspora engagement

At the structural level, programming tends to be longer term and is typically the domain of governments and regional or international institutions. Efforts towards structural change may require more time to achieve; but are also likely to have wide-ranging impact. Ethiopia’s Anti-Human Trafficking and Smuggling of Migrants Task Force and Djibouti’s National Referral Mechanism for Vulnerable Migrants are examples of initiatives that aim to have an impact on structural level factors (see pages 23-25).

IOM is currently developing the IOM Handbook on Protection and Assistance to Migrants Vulnerable to Violence, Exploitation, and Abuse which will include more information on this analytical framework and provide programmatic guidance. Once ready, this handbook will be available for broad distribution as it aims to assist IOM staff as well as other stakeholders to analyse and respond to migrant vulnerabilities.
The DoV model has three practical implications for the East and Horn of Africa. Firstly, that policies and programmes must be inclusive and aim to assist all migrants vulnerable to violence, exploitation, and abuse, including but not limited to, migrants in protected categories such as VoTs or UASC. The ultimate aim of this approach is to ensure that all migrants in need receive assistance and protection. It is therefore important to note that the DoV model does not seek to undermine existing protection systems for certain categories of vulnerable individuals; rather, it seeks to reinforce and complement these efforts.

Secondly, policies and programmes to assist migrants vulnerable to violence, exploitation, and abuse, should aim to be comprehensive and sustainable. This means that interventions aimed at providing immediate or humanitarian assistance (i.e. downstream interventions) that respond

THE DOV MODEL IN THE EAST AND HORN OF AFRICA
to risk factors at the individual level, should be complemented by interventions that address the unique interaction of risk and protective factors at the household, community and structural level. In other words, while downstream interventions are important, they must be complemented by upstream programming that aims to change policies and systems that create enabling conditions for migrants’ rights to be respected. While individual and household level programming is delivered by frontline officers and case workers, programming at the community and structural level requires the involvement of other actors including a broad array of government bodies and civil society. Within individual organizations, it also implies that migrant assistance should go beyond case managers and involve staff that are involved in coordinating upstream interventions. Moreover, it is important to consider cross-fertilization with other areas of work in the humanitarian and development sector.
For example, the humanitarian sector often offers assistance at the household level while those working on transition and peacebuilding efforts have extensive experience working with communities. Many development-focused organizations are moving away from direct implementation and working on upstream and catalytic interventions aimed at addressing development bottlenecks at the structural level. Those working on migrant assistance could adopt methodologies and standards from these communities of practice.

Thirdly, policies and programmes must also look at protective factors and not just vulnerabilities. This means that practitioners must take into consideration what strengths, resources and capacities the migrant has at his or her disposal. For example, in the East and Horn of Africa households and communities are often an individual’s most reliant safety net. This differs from other regional contexts, as the State might not have the resources to offer holistic and reliable social protection to all individuals. Against this backdrop, stakeholders must tap into households and communities that can offer assistance to migrants in a situation of vulnerability. Furthermore, considerable efforts should be placed to identify if vulnerabilities are emanating at the household or community level and to try to build capacity and resilience of families and communities so that they can act as protective factors.

**Table 1: Main components of the DOV model for the East and Horn of Africa**

<table>
<thead>
<tr>
<th>Inclusive</th>
<th>Comprehensive and sustainable</th>
<th>Protective</th>
</tr>
</thead>
</table>
| • Includes all migrants vulnerable to violence, exploitation, and abuse and not just protected categories. | • Must go beyond individual level into household, community and structural.  
• Downstream and upstream programming.  
• Lessons-learned from other sectors (e.g. humanitarian, transition, development). | • Consider strengths and capacities of migrants and not just their vulnerabilities or deficits.  
• Households and communities as safety nets. |
WHO IS A MIGRANT VULNERABLE TO VIOLENCE, EXPLOITATION, AND ABUSE?

Stakeholders, including frontline officers, case workers and policymakers, who have been consulted in the region, have stressed the importance of receiving practical guidance in terms of identifying who is a vulnerable migrant that is compatible with regional realities. The East and Horn of Africa is a region with complex migration flows which includes countries of origin, transit and return of migrants heading to Northern Africa, Europe, Southern Africa as well as countries of the Gulf Cooperation Council (GCC), but also flows within the region. In terms of assistance and protection, transit migration of irregular migrants to Northern Africa, Europe and the GCC and massive flows of returnees (including from Yemen and the Kingdom of Saudi Arabia) pose the biggest challenges. Interventions also need to take into consideration the particularities of post-conflict and fragile states.

Various stakeholders have opportunities to identify and assist migrants along the region’s migration routes and corridors. Guidance on identification needs to be targeted at specific audiences and situations. In the East and Horn of Africa a helpful approach –as discussed with stakeholders during the aforementioned workshop in Nairobi– could be to differentiate between identifying migrants in need and identifying specific vulnerabilities. For example, frontline officers working along a transit...
route might not have time or the skills necessary to identify vulnerabilities and protective factors at the household, community and structural level. These officers simply need to take immediate action to provide the most urgently needed service and/or refer a migrant to another service provider with more specialized expertise. On the other hand, a case worker assisting, for example, a returnee has more time to spend with a migrant and can delve into the migrant’s family situation as well as the conditions in his or her community. A case worker also has more time to identify structural bottlenecks and pass on this information to others working on upstream interventions. Vulnerability to violence, exploitation, and abuse might also be identified before the migration journey begins and before the migrant actually experiences harm. Ideally these migrants most at risk to violence, exploitation, and abuse could be counselled before they migrate.

The following table seeks to outline possible differences between the two approaches. It is illustrative and does not necessarily reflect all the migration scenarios.

| Table 2: Identifying migrants in need and identifying vulnerabilities |
|---|---|
| **Who** | **Identifying migrants in need** |
| • Frontline officers: | • Immigration officers in a border crossing point; |
| • Police; | • IOM or NGO staff in certain locations and carrying out certain tasks (e.g. registration at a Migration Response Centre MRC, conducting a survey for the Displacement Tracking Matrix (DTM)) |
| | **Identifying specific vulnerabilities** |
| • Case workers |
| • Case managers |
| • Social workers |
| • Immigration officers and/or police working in detention centres with expertise in providing specialized assistance. |
| • Other stakeholders that might be able to identify vulnerabilities at household, community and structural level (community leaders, officials carrying out household surveys or censuses, government planners). |
| **When** | **Identifying migrants in need** |
| • Usually during the migration journey. |
| • A migrant might only be present at the particular location for a few hours or days. |
| **How** | **Identifying specific vulnerabilities** |
| **(methodologies and tools)** | • Before, during or after the migration journey. |
| • A migrant is usually in a safe space and available to talk to a service provider as much as needed. |
| • Observation of clearly visible signs of vulnerability (e.g. an unaccompanied migrant child or a pregnant woman). |
| • Self-identification (e.g. migrant showing up at a Migrant Response Centre MRC to request assistance). |
| • Rapid screening forms. |
| • If the frontline officer has the time and skills to carry out more thorough screening, secondary screening can also take place. |
| • Referral to other stakeholders. |
| • Secondary screening forms: |
| • Vulnerability assessment forms |
| • VoT screening forms |
| • Assistance plans. |
| • Best interest assessment and best interest determination for UASC. |
| • Various vulnerability assessments usually carried out by specialized agencies (e.g. social protection beneficiary screening, livelihood/poverty surveys, health surveys). |
Different organizations have different operational structures. In some cases, frontline officers do rapid screening and refer vulnerable migrants to case managers within their organization or to another organization. In other cases, frontline officers do the secondary screening themselves. Both systems are adequate as long as an officer has the appropriate skills, training and time to carry out more thorough screening. The IOM Handbook on Protection and Assistance will include forms which will assist IOM staff as well as other stakeholders to identify vulnerable migrants and migrant vulnerabilities.

### USEFUL PRACTICES

The DoV model allows practitioners in the region to address the needs of a broad array of migrants vulnerable to violence, exploitation, and abuse and assists practitioners and policymakers in developing interventions that are comprehensive and sustainable. Just as important, the model seeks to empower migrants, households and communities and build resilience. The following section captures examples of migrant assistance interventions already being implemented in the East and Horn of Africa at the individual, household and community level. Initiatives that could impact structural level factors are also discussed. In so doing, it aims to improve knowledge sharing and contribute to innovative and whole-of-society interventions. This compilation of useful practices is also a response to the request of government officials and practitioners that participated in IOM’s Regional Technical Workshop on Improving Identification and Referral of Migrants in Vulnerable Situations in the East and Horn of Africa which took place in Nairobi, Kenya on 20-21 March 2018. The following discussion of useful practices is structured by the various factors of the DoV model: individual, household, community and structural.
As previously mentioned, **individual factors** refer to a migrant’s physical and biological characteristics; their status in society; their histories and experiences; their beliefs and attitudes; and their physical and mental health and well-being. Risk factors include things such as history of substance abuse and irregular migration status. Protective factors can include literacy and being an adult. Programming at this level can include short-term interventions (e.g. water, emergency medical care) as well as assistance that may require more time (e.g. mental health services, education).

**Migrant Response Centres**

**a. Background and rationale**

In the East and Horn of Africa, Migrant Response Centres (MRCs)\(^1\) are physical spaces in which vulnerable migrants receive direct assistance such as shelter, medical care and assisted voluntary return or are referred to partners for assistance. MRCs have originally been designed as “one-stop-shops” for the provision of information and referrals and serve as a tool through which migration data is collected to feed into evidence-based policy. The features of a MRC will vary in each location depending on needs; however, all MRCs seek to formalize cooperation between IOM, government agencies, civil society organizations, and UN agencies providing assistance to migrants in vulnerable situations.

---

\(^1\) The generic term MRC is used in this section, although various MRCs have specific names as listed in table 3.
The MRCs are part of IOM’s Migrant Resource and Response Mechanisms (MRRMs) which are flexible cooperation arrangements among key partners, tailor-made to fit each country’s migration patterns and needs, taking into account the specific social, political, economic, and legal context. They pull together a variety of approaches successfully implemented by IOM in the fields of counter-trafficking and migrant assistance, labour migration, emergency response and transition/community stabilization programming. MRRMs emphasise cooperative frameworks rather than a physical space; therefore, these mechanisms may not require a physical location and can simply establish a structured referral system for migrants among different parties.

Currently there are six MRCs in the Horn of Africa region, all strategically positioned along key migration routes to Europe and the GCC. Although management agreements and services offered vary per MRC, they all aim to provide the most urgent form of assistance to migrants, including basic medical services, food, water and shelter and serve as a one-stop referral point. The first MRC in the region began its operations in Bossaso, Puntland in 2009. In 2017, 6,580 migrants were registered with MRCs throughout the region to receive assistance. 77 per cent of these migrants were male.

b. Actors
The management and names of MRCs vary per location as captured in the table below:

**Table 3: Management of MRCs in the East and Horn of Africa**

<table>
<thead>
<tr>
<th>Location</th>
<th>Management Responsibility</th>
<th>Full name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khartoum, Sudan</td>
<td>IOM</td>
<td>Migrant Resource and Response Centre-MRRC</td>
</tr>
<tr>
<td>Metema, Ethiopia</td>
<td>Overseen by the Government of Ethiopia¹</td>
<td>Emergency Migration Reception Centre-EMRC</td>
</tr>
<tr>
<td>Semera, Ethiopia</td>
<td>Overseen by the Government of Ethiopia²</td>
<td>EMRC</td>
</tr>
<tr>
<td>Obock, Djibouti</td>
<td>IOM</td>
<td>MRC</td>
</tr>
<tr>
<td>Hargeisa, Somaliland</td>
<td>National Displacement and Refugee Agency</td>
<td>MRC</td>
</tr>
<tr>
<td>Bossaso, Puntland</td>
<td>MRC of the Government of Bari Region of Puntland</td>
<td>MRC</td>
</tr>
</tbody>
</table>

Moreover, each MRC works with various stakeholders both in the governmental and non-governmental realm to refer migrants for more specialized services. The MRRC in Khartoum also works closely with migrant communities who provide assistance to migrants and refer migrants to the MRRC for more specialized support such as medical care and assisted voluntary return and reintegration.
c. Description of activities

The table below outlines the services offered by the various MRCs:

Table 4: Services offered by MRCs

<table>
<thead>
<tr>
<th>Location</th>
<th>Registration and screening</th>
<th>Counselling</th>
<th>Shelter</th>
<th>Food and water</th>
<th>Medical assistance</th>
<th>Information sharing and awareness raising</th>
<th>Assisted voluntary return and/or onward transportation for most vulnerable cases</th>
<th>Information hotline</th>
</tr>
</thead>
<tbody>
<tr>
<td>Khartoum</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Metema</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Semera</td>
<td>x</td>
<td></td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Obock</td>
<td>x</td>
<td>x</td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td>x</td>
<td></td>
</tr>
<tr>
<td>Hargeisa</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
<tr>
<td>Bossaso</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
<td></td>
<td>x</td>
<td>x</td>
<td>x</td>
</tr>
</tbody>
</table>

- MRCs also refer migrants to other service providers; however, most of these referrals are done in an ad-hoc manner. MRCs are working to develop context-specific standard operating procedures tailored to the situation of each MRC location and memoranda of understanding with service providers to formalize referral networks.

- MRCs could also serve as referral spots without necessarily providing direct assistance in situ. For example, the planned MRC in Gedaref, Sudan will register and screen migrants and then refer them to government and civil society partners for provision of direct assistance. Increasingly, IOM and its partners are focusing on this type of cooperative framework rather than the physical structure itself.

- The MRCs use registration forms to register migrants and carry out basic screening. IOM has been working with the regional network of MRCs to harmonize registration and ensure a standardized approach to registration (as described below). Migrants most urgent needs are identified through these forms.

- In all MRCs, IOM is working to strengthen secondary screening which will provide more information on vulnerabilities. Secondary screening will allow case workers to provide assistance for more entrenched vulnerabilities that occurred as a result of abuse, exploitation and violence.

- Non-personal data captured through the various forms can be used for research purposes. IOM’s Regional Data Hub (see page 26 for more information on this initiative) currently disseminates information captured by the MRCs to illustrate migration trends in the region. The use of migrant’s data is strictly aligned to IOM’s data protection principles.

- In early 2018, IOM launched a process of enhancement of the data and information management system of the MRCs across the region. Based on a three-fold intervention under the lead of IOM’s Regional Data Hub, the following activities were simultaneously rolled out. First, a technical working group was established to revise the MRC screening form to
better capture the fluidity of the trends, migrants’ vulnerabilities, and service provision. Second, information management (IM) assistants were appointed in the MRCs experiencing high numbers of migrant flows. Third, a regional training for registration staff and the newly appointed IM focal persons was organized in April 2018 to identify IM needs in the field, coordinate the roll-out of the revised registration form, and support an overall IM upgrade of these facilities to strengthen monitoring of internal service provision and migrant referral system. This integrated MRC IM system upgrade — expected to be fully operational in July 2018 — will provide more accurate profiling information of the migrant population assisted by the MRCs and strengthen service provision.

**Review**

- MRCs provide assistance to a broad group of migrants in vulnerable situations, not just VoTs or returnees.

- They are an excellent place to identify individual level vulnerabilities and protective factors and provide assistance at this level. The MRCs are trusted by migrants, communities and governments to provide humanitarian assistance. They are also a good place to establish community dialogue and participation, and to support the community to mobilise in response to their needs.

- The vulnerabilities that are being identified as of now are quite immediate which require a humanitarian response. Additional effort should be placed to identify more entrenched individual level vulnerabilities that are a result of violence, exploitation and abuse which migrants often face during their migration journeys. Specialized assistance might not always be offered by a MRC; however, MRCs can act as centres for referrals through cooperative frameworks with partners.

- The MRRCs in Khartoum and the EMRCs in Bossaso and Hargeisa are identifying communities as protective factors and are working actively with migrant communities to provide assistance and protection. For example, the MRRC in Khartoum engages with migrant communities to identify protection needs and facilitate referrals. In addition, the MRRC empowers migrant communities to support vulnerable members through capacity building efforts. The EMRCs in Bossaso and Hargeisa work with the Ethiopian community to provide referrals and register cases for assisted voluntary return. In addition, the Ethiopian community centre in Hargeisa is used to distribute food and non-food items to migrants.

- The nature of MRCs will not always lend itself to carry out upstream interventions that might have an impact in terms of addressing structural level vulnerabilities. However, by collecting data on migrants and migration trends in line with IOM data protection principles they can contribute to evidence-based policy on migration and thus on structural level interventions. Indeed, data collected by MRCs can feed into downstream and upstream programming as well as policy dealing not only with migrants but also their households, communities and countries. Strong data referral pathways must be established not only at the national level, but also across countries and regionally.
Household factors are related to the role and position of individuals within the family, and family histories, economic status and experiences. Risk factors can include inter-personal violence, child marriage and a history of unsafe migration behaviours while protective factors include sufficient earnings to meet basic needs and equitable opportunities for boys and girls within the family. Programming at the household level can include short term interventions (e.g. provision of food and non-food items for a household) as well as interventions that can take more time (e.g. family tracing for UASC or family counselling to address domestic violence).

Coordinated Response to Human Trafficking in Uganda

a. Background

The Coordinated Response to Human Trafficking in Uganda (CRTU) programme has addressed mainly internal trafficking of children for the purpose of street begging as well as unaccompanied child migration from rural to urban areas. Through this programme, IOM developed a methodology for household surveys to identify vulnerabilities and protective factors at the household and community level in localities of origin of migrant children.

b. Actors

• District officials
• Community leaders
• Ministry of Gender, Labour and Social Development (entity responsible for child welfare in Uganda)
• IOM
c. Description of the activity

- IOM surveyed 718 households in two districts (Napak and Moroto both in the Karamoja-sub region in North-east Uganda) in collaboration with local district authorities between June and July 2012. The communities surveyed were agro-pastoralist and had suffered from food insecurity for decades. The study employed a multi-stage cluster sampling methodology with stratification.

- The survey aimed to:
  a. Understand household risk factors for the migration of children to urban areas;
  b. Analyse the prevalence of outmigration of children;
  c. Identify the major push and pull factors contributing to child migration; and
  d. Provide insight into the perception of and attitudes towards child migration among vulnerable communities.

- Prior to initiating the survey, IOM Uganda presented the aim of the study and methodology to community leaders. During these visits, the IOM team also requested available map/census/population information from the village leader, to support with the selection of households.

- The analysis found no significant association between the expected vulnerabilities or “stressors” and child urban migration. For example, socioeconomic status – as measured through the ownership of household assets and livestock; food security; and the employment and education statuses of the heads of household – were not significantly associated with child urban migration.

- There were two significant predictors for migration: One was being of a particular ethnicity (Bokora), which suggests that mobility may be a way of life for households of this ethnicity and was independent of other stressors. Another important predictor was being a member of a single-headed household or a large household.

- The study also found that collective efficacy was a significant protective factor in mitigating child urban migration. Collective efficacy can also be understood as social cohesion such as intervening on behalf of others and creating a sense of belonging.

- In this sense, stakeholders should develop initiatives to contribute to social cohesion such as involving parents and community members in school activities and ensuring that certain communities or ethnicities do not feel excluded.

- Studies of collective efficacy suggest that interventions should be community- rather than individual-based and must focus on the environment rather than individual members of the community.

- The study proposed that interventions should be community based and must focus on increasing collective efficacy by means of the formation of or support to groups or clubs that work to improve the social or physical environment.

- Moreover, the IOM study mentions that awareness-raising about the “hazards” of urban life do not appear to be an effective intervention strategy to decrease the prevalence of child outbound migration. In addition, it stresses that individual level interventions to increase food security or household assets by means of provision of food or durable goods are unlikely to decrease the prevalence of child migration.

---

**The Coordinated Response to Human Trafficking in Uganda (CRTU) programme has addressed mainly internal trafficking of children for the purpose of street begging as well as unaccompanied child migration from rural to urban areas.**
Review

• This statistically significant study was helpful in selecting migration-affected households and communities that need to be targeted through programming. It was also helpful to isolate genuine vulnerability factors and for evidence-based programming and policy.

• The First Lady of Uganda (Minister for Karamoja Affairs at the time), the Ministry of Gender, Labour and Social Development and IOM presented the findings of this study - particularly the need for community-based programming focused on creating social cohesion and collective efficacy - to local district governments and UN partners and advocated for these findings to be considered in the UN’s upstream programmes and the local government’s development plans.

• The methodology used by this survey could be employed by other stakeholders interested in understanding vulnerabilities. It can be found in the publication 2012 Prevalence of Child Migration from Karamoja’s Napak and Moroto Districts.\[12\]

As aforementioned, individuals are affected by their community’s economic, cultural, and social structures and their positions within these structures. Some community risk factors include practices such as forced marriage, or the presence of natural hazards such as drought. In the case of migrant communities, difficulties integrating in the labour market of the host country or exposure to traumatic stress and mental health problems can expose community members to a variety of risks. Protective community factors include a good education system accessible to all, sufficient access to quality health care, and a functioning social protection system. Interventions at this level tend to be medium to long-term and include programmes that improve access to education for both boys and girls and safe migration campaigns.

Migrant community associations in Khartoum, Sudan

a. Background and rationale

Sudan is located at a key intersection between countries in the East and Horn of Africa and Libya, along the Central Mediterranean route. The country hosts migrants from the region but also from West Africa and even from the Middle East, including Syria. According to a recent study published by IOM Sudan, most migrants consider Sudan a country of transit. However, many migrants end up spending a considerable amount of time in the country while they save money or wait for their
relatives to send them money for onward travel. Migrants in Sudan have established migrant community associations in order to support their co-nationals. Some of these migrant community associations are endorsed by the local authorities or their embassies.

b. Actors

- Ethiopian Community Association
- Eritrean Community Association
- Somali community (currently not registered as a community association)
- Nigerian community (currently not registered as a community association)

c. Description of the activity

- The Ethiopian Community Association operates a safe house for vulnerable Ethiopian migrants in Khartoum which is funded by community members and the Ethiopian embassy with some support from international organisations, including IOM. Members of the community pay an annual fee which is used to fund the community’s activities including those related to migrant protection. IOM supports the community association by providing food assistance for the safe house beneficiaries. In 2017 IOM also supported the refurbishment of a section of the safe house and provided equipment such as beds and washing machines. A doctor from the IOM Migrant MRRC in Khartoum visits the safe house regularly. The Ethiopian Community Association also supports migrants with other needs and refers them to IOM’s MRRC for counselling, medical assistance and assisted voluntary return.

- The Eritrean Community Association also operates a safe house and refers its members to the MRRC for assistance. Members of the community pay an annual fee which is used to fund the community’s activities including those related to migrant protection. IOM supports the community association, within the limits of resources available, by providing food assistance to safe house beneficiaries.

- Through engagement with the MRRC, volunteers from the Nigerian community became aware of the benefits of organizing themselves to support vulnerable community members. Volunteers are now working towards operating a shelter and have successfully negotiated access to detention centres to support co-nationals in administrative detention. This community does not charge annual fees to its members. Instead, community leaders reach out to co-nationals for money when they need funds to assist a migrant.

- The Somali community also has access to detention centres and responds to the needs of vulnerable community members through community volunteers. For example, volunteers accompany migrants to the hospital and provide translation services when needed. This community does not charge annual fees to its members. Instead, community leaders reach out to co-nationals for money when they need funds to assist a migrant.

- Through engagement with the MRRC, volunteers from the Nigerian community became aware of the benefits of organizing themselves to support vulnerable community members. Volunteers are now working towards operating a shelter and have successfully negotiated access to detention centres to support co-nationals in administrative detention. This community does not charge annual fees to its members. Instead, community leaders reach out to co-nationals for money when they need funds to assist a migrant.

- The Somali community also has access to detention centres and responds to the needs of vulnerable community members through community volunteers. For example, volunteers accompany migrants to the hospital and provide translation services when needed. This community does not charge annual fees to its members. Instead, community leaders reach out to co-nationals for money when they need funds to assist a migrant.

- The Eritrean and Congolese communities also operate migrant community schools. IOM works together with these schools to provide support to migrant children at risk of dropping out. The schools are funded, resourced and staffed by the migrant communities.

- Community engagement sessions are offered by IOM to strengthen the communities’ response to the needs of vulnerable community members. IOM has also supported the establishment of a migrant community network among the various communities. Through these efforts, more migrant communities are now developing and planning community-based initiatives to support vulnerable members.

In the case of migrant communities, difficulties integrating in the labour market of the host country or exposure to traumatic stress and mental health problems can expose community members to a variety of risk.

---

d. Review

- These migrant communities have strong social networks and access to resources which provide support and protection to individuals and families. In this sense, the presence of migrant communities in Sudan can be considered a protective factor at the community level.

- In Sudan, migrant communities fund their own interventions mostly through membership fees or other voluntary contributions and therefore are not entirely reliant on donor or government funding which contributes to sustainability of their efforts.

- As much as possible, migrant communities should be supported and integrated as stakeholders into government and international efforts to identify and protect migrants. In addition to addressing individual level vulnerabilities, migrant communities can work to address risk factors at the community level such as changing attitudes and beliefs on the status of women and girls as full members of society and the importance of education for both boys and girls.
Structural factors are the historical, geographic, political, economic, social, and cultural conditions and institutions at the national, regional, and international level that influence the overall environment in which individuals, families, communities, and groups are situated and which shape their beliefs, decisions, and behaviours. Example of risk factors include conflict and instability and poor governance while protective factors include peace and security, strong migration management policies and respect for human rights. Programming at this level requires more time and can include changing policies, laws, mechanisms and systems. The following initiatives are discussed as they could have an impact in structural level vulnerability factors.

Ethiopia’s Anti-Human Trafficking and Smuggling of Migrants Task Force

a. Background and rationale

Ethiopia is considered one of the major countries of origin and return of migrants in the region. However, the country is also an important transit location for migrants from neighbouring countries and hosts a large number of refugees from the region. Migration management is a priority for the government, civil society and other stakeholders in Ethiopia. For example, the government created the Anti-Human Trafficking and Smuggling of Migrants Task Force which not only tackles trafficking in persons, but also coordinates government efforts with regards to smuggling and returnees.

Task forces have been one of the key components of counter-trafficking efforts around the world. Given the fact that it is impossible for one single government ministry, department or agency to
combat all aspects of this crime, task forces bring together a wide-array of stakeholders to coordinate efforts with the ultimate aim of providing a wide range of services to victims and strengthen investigation and prosecution of the crime. Task forces also tap into the expertise of international organizations, civil society organization and community groups by inviting them to participate either as full-blown members or observers.

b. Actors

The following table outlines the members the task force.

Table 5: Members of Ethiopia’s Anti Human Trafficking and Smuggling of Migrants Task Force

<table>
<thead>
<tr>
<th>Government agencies</th>
<th>NGOs and international organizations</th>
<th>Faith-based organizations</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Ministry of Foreign Affairs</td>
<td>• Consortium of Christian Relief and Development Associations</td>
<td>• Ethiopian Orthodox Church</td>
</tr>
<tr>
<td>• Ministry of Labour and Social Affairs</td>
<td>• Ethiopian Employer Federation</td>
<td>• Ethiopian Catholic Church</td>
</tr>
<tr>
<td>• Ministry of Women and Children Affairs</td>
<td>• Ethiopian Women Federation</td>
<td>• Ethiopian Adventist Church</td>
</tr>
<tr>
<td>• Ministry of Youth and Sport</td>
<td>• Ethiopian Youth Federation</td>
<td>• Ethiopian Inter-Religious Council</td>
</tr>
<tr>
<td>• Government Communication Affairs Office</td>
<td>• ILO</td>
<td>• Mekaneyesus Evangelical Church</td>
</tr>
<tr>
<td>• Ethiopia News Agency</td>
<td>• IOM</td>
<td></td>
</tr>
<tr>
<td>• National Intelligence and Security Service</td>
<td>• UNICEF</td>
<td></td>
</tr>
<tr>
<td>• Administration for Refugees and Returnees’ Affairs</td>
<td>• UNODC</td>
<td></td>
</tr>
<tr>
<td>• Federal Urban Job Creation and Food Security Agency</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Federal Micro and Small Enterprise Development Agency</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Ethiopian Federal Police Commission</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Ministry of Culture and Tourism</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Ministry of Education</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Ministry of Health</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• the National Disaster Risk Management Commission</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Ministry of Federal and Pastoralist Development Affairs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Office of the Attorney General</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Members of the House of Peoples’ Representatives</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Reducing Vulnerabilities And Empowering Migrants
c. Description of the activity

- The task force was created in the context of Proclamation No 909/2015 (A Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants). It is comprised of a federal level secretariat which coordinates the activities of regional secretariats currently being established and operationalized with support from IOM.

- The task force is composed of four working groups including:
  * Protection-led by the Food Security and Urban Job Creation Agency
  * Prevention-led by the Ministry of Labour and Social Affairs
  * Prosecution-led by the General Attorney’s Office
  * Partnerships-Led by the Prime Minister’s Office and Ministry of Labour and Social Affairs

- The protection working group of the task force has been responsible for coordinating all government efforts related to returnees. Its focus areas are:
  * Capacity building of law enforcement and other frontline systems to identify VoTs
  * Facilitate effective referral mechanisms between law enforcement and service providers
  * Provision of comprehensive protection and assistance to VoTs and migrants in need of special assistance such as children.

---

d. Review

- The task force serves as a coordination mechanism for multi-stakeholder engagement on assistance to migrants in vulnerable situations, especially VoTs.

- This government-led task force has an impact in addressing structural level vulnerabilities as it brings together technical staff from government ministries, as well as other stakeholders who can support more comprehensive and upstream programming at the community and structural level. For instance, the task force with support from IOM and UNODC is leading the revision of Proclamation No 909/2015 to strengthen the protection provided to vulnerable people under its mandate.

- Operating through its four sub-groups, the task force is a forum for those providing individual-level assistance to share migrant’s experiences and non-personal data to those responsible for developing upstream activities to ensure people-centred and evidence-based policies and programmes. The platform needs to be strengthened through regularized interactions and systematic collaboration.

- **Community-based organizations** that are part of the task force can use the DoV to strengthen their efforts to address vulnerability and protective factors at the community level and promote community-based protection efforts.

- The task force is working to ensure specialized protection for trafficking and smuggling victims as per international and national legislations but also to support other categories of vulnerable migrants such as returnees who might not necessarily been trafficked or smuggled.

- **Individual level identification**, referral and protection can also be strengthened and coordinated through the task force.

- Furthermore, the task force sub-groups and regional secretariats can be part of a referral network spanning different protection systems in order to provide a continuum of support for migrants faced with complex vulnerabilities.
Djibouti’s National Referral Mechanism for Vulnerable Migrants

a. Background and rationale

Migration flows in Djibouti are of a mixed nature with different profiles of migrants and various degrees of vulnerabilities. Djibouti is mostly a country of transit of migrants heading toward the Gulf and also hosts asylum seekers and refugees from Somalia, Ethiopia, Yemen and Eritrea. Unaccompanied migrant children make up 20-25 per cent of migration flows into Djibouti and child protection remains a major concern. The country has recently developed a National Referral Mechanisms (NRM) for Vulnerable Migrants which will contribute to ensuring a human-rights based approach to migration management.

b. Actors

- The NRM is led by ONARS (National Office for Assistance to Refugees) who already had the mandate and structure to assist refugees and has recently extended this mandate to provide protection and assistance to vulnerable migrants with IOM support. The following stakeholders also play a role in the NRM:
  * Directorate of Immigration
  * IOM
  * UNHCR
  * Caritas and SOS Village, two NGOs providing assistance to migrant children

Djibouti is mostly a country of transit of migrants heading toward the Gulf and also hosts asylum seekers and refugees from Somalia, Ethiopia, Yemen and Eritrea.
c. Description of action

- One of the main objectives of the NRM is to facilitate the coordination of and referral among national and international institutions that provide assistance and protection to migrants.

- The mechanism is activated for one of the following categories of migrants: vulnerable migrant in irregular situation, migrant in irregular situation, asylum seeker and stateless person. For purposes of the NRM a vulnerable migrants is:
  * Elderly;
  * Pregnant women;
  * Migrant with chronical illnesses or important medical conditions;
  * VoT;
  * Victim of abuse, violence, or exploitation;
  * UASCs

- Vulnerable migrants in irregular situation can be referred to various services based on their needs including: medical assistance, psychosocial support; shelter, legal, interpreter or to shelter services.

- Irregular migrants who are not considered vulnerable can be referred to IOM for assisted voluntary return or to the Directorate of Immigration for regularization of stay on an exceptional basis.

- Cases of asylum-seekers and stateless persons remain with ONARS who undertake refugee status determination. Those who do not obtain refugee status are referred to IOM for assisted voluntary return.

- The NRM has already been used to refer migrants in a situation of vulnerability (including mothers with young children) to shelters where they receive assistance, including assisted voluntary return.

- The following steps will be taken by several stakeholders in the near future to continue to operationalize the model:
  * Strengthening ONARS’ capacity including through training on child protection, VoT identification and psychosocial assistance;
  * Establishment of a vulnerable migrant unit within ONARS;
  * Development of standard operating procedures for temporary or permanent residence for highly vulnerable migrants; and
  * Constructing and/or rehabilitating of reception centres.

d. Review

- This NRM is a helpful mechanism to strengthen case management and individual level assistance to migrants. NRM can clarify who, when and where vulnerable migrants can be identified and to whom they can be referred to based on needs.

- While NRM are usually designed to provide individual level assistance, they could also include or be developed to provide interventions at household, community and structural level. For example, a component of the NRM could focus on how to feed data and information about trends from frontline officers and case managers to planners, programme officers and others working on upstream activities that could address structural level vulnerabilities. Given that Djibouti is a transit country, information should also be shared with stakeholders in countries and communities of origin and destination to allow for comprehensive programming at community and structural level.

- Host community organizations could also be part of the NRM to try to target risk factors at the community level such as discrimination against migrants.
Holistic interventions (individual, household, community and structural)

Strengthening the capacity of governments on sustainable reintegration

a. Background and rationale

Sustainable return and reintegration for migrants returning home has emerged as one of the top priorities in the East and Horn of Africa region for policy makers, humanitarian and development actors. For example, the sustainable return and reintegration of migrants is a priority theme of the Khartoum Process—platform for political cooperation amongst the countries along the migration route between the Horn of Africa and Europe.\(^\text{14}\)

High numbers of returns can pose additional strains on the social tissue of communities and countries of origin, which already experience considerable socio-economic challenges and political instability. IOM considers reintegration sustainable when returnees have reached levels of economic self-sufficiency, social stability, and psychosocial well-being that allow them to cope with (re)migration drivers. Having achieved sustainable reintegration, returnees are able to make further migration decisions a matter of choice, rather than necessity.\(^\text{15}\)

For decades, IOM has been directly implementing return and reintegration programmes in countries of origin, transit and destination of migrants. Increasingly, IOM is shifting its direct implementation approach

---

14. [https://www.khartoumprocess.net/about-the-khartoum-process](https://www.khartoumprocess.net/about-the-khartoum-process)
15. IOM, Towards an Integrated Approach to Reintegration in the Context of Return (Geneva, 2016), p. 3

Reducing Vulnerabilities And Empowering Migrants
in the realm of integration and instead focusing on building capacity of governments to achieve sustainable reintegration in line with national needs and priorities. One prominent example in the East and Horn of Africa region is the “EU-IOM Joint Initiative for Migrant Protection and Reintegration in the Horn of Africa” programme (Joint Initiative for short). One of the main objectives of the Joint Initiative is to build capacity of the host governments and contribute to government ownership of reintegration efforts. The Joint Initiative has three intervention areas: evidence-based return and reintegration procedures; safe, humane and dignified voluntary return processes; and sustainable economic, social and psycho-social reintegration, benefiting returning migrants and home communities. As part of the Joint Initiative, governments in four target countries (Djibouti, Ethiopia, Somalia and Sudan) and IOM are working to nationalize framework standard operating procedures (SoPs) on return and reintegration (see below for more information).16

The Joint Initiative supports all categories of returning migrants including:

- Stranded migrants;
- Irregular and regular migrants;
- Asylum seekers who decide not to pursue their claims or who are found not to be in need of international protection;
- Migrants in detention; and
- Migrants in a situation of vulnerability

Governments, civil society, the private sector, migrants and IOM will also work to ensure that reintegration goes beyond individual-level efforts (e.g. medical support, accommodation), to focus on households and communities. For example, through the Joint Initiative, community-based projects will be supported. By having government in the “driver’s seat” it will also be easier to address structural-level factors that either facilitate or impede return and sustainable reintegration.

b. Actors

- National and local governments
- Migrants
- NGOs
- Communities
- Private sector
  - IOM
  - UN partners
  - European Union and Member States

c. Description of the activity

The following section describes examples of how governments in the region are already taking a lead role in the return and reintegration of its nationals. Through the Joint Initiative, IOM will continue to work closely with governments to continue to build their capacity in this regard

**Ethiopia**

- The government’s Technical and Vocational Education and Training (TVET) is taking the leadership in providing entrepreneurship and psychosocial training to returnees.
- Local authorities are involved in procurement committees which oversee the procurement of locally available materials for returnee’s reintegration plans.
- Additional service provision, including microfinance and education, through government institutions is envisaged.
- In the context of the Joint Initiative, consultations in four regions of the country on the nationalization of the framework SoPs have already taken place. A national workshop is planned for July 2018.
- The Administration for Refugee and Returnee Affairs and IOM are collaborating in the framework of the governmental Directive on Reintegration which will also contribute to the nationalization of framework SoPs.

---

16. These SoPs are adaptations of broader (also called framework) SoPs developed in the context of the European Union (EU)-IOM External Actions to Support Migrant Protection and Reintegration of Returnees and ensure common standards and harmonization of assisted voluntary return and reintegration procedures between countries and across regions implementing the EU-IOM actions.
Somalia

- The government of Somalia has taken the lead in providing voluntary return from Libya to its nationals including by organizing fact verification missions to Libya and by offering reception assistance to the returnees including counselling and health referrals.
- The government of Somalia has also carried out verification missions to Tanzania to ensure sustainable return and reintegration of its nationals.
- In the context of the Joint Initiative, three workshops on the nationalization of the framework SoPs have taken place in Somalia and Somaliland between April and May 2018. The Office of the Special Envoy for Migrants’ and Children’s Rights of the Republic of Somalia, the Inter-Ministerial Return and Readmission Task Force, as well as relevant Somaliland authorities, respectively, have taken the lead in coordinating these workshops.

Sudan

- In April 2018, the Secretariat for Sudanese Working Abroad (SSWA) and IOM set up a joint technical committee to expedite assistance provided to returning migrants. SSWA has deployed 15 of its staff to provide individual counselling for the returnees jointly with IOM staff at a SSWA premise. Over 500 returnees have been counselled through the SSWA-IOM technical committee’s effort.
- In February 2018, the SSWA and IOM began holding consultations to lay the groundwork towards the nationalization of the framework SoPs. Key partners have now been identified and a workshop with various government entities, the UN, civil society organizations and the private sector is scheduled for July 2018. During this workshop, the government of Sudan will coordinate discussions on how to nationalize the framework SoPs and in identifying capacity gaps to providing sustainable return and reintegration.

d. Review

- Government leadership and ownership will lead to sustainability of interventions by, among other things ensuring that return and reintegration is part of local and national policies and development plans and by ensuring involvement of various governmental sectors. Moreover, it will contribute to synergies and to linking downstream interventions (focused on direct assistance to migrants) and upstream interventions aimed at achieving catalytic change in systems and structures in the policy realm, labour markets, etc.
- It is moving beyond individual factors and considers protective factors at the community and structural level by involving communities and governments.
- Against this backdrop, this new approach to reintegration is being considered as a pilot programme for the DoV in the East and Horn of Africa.

IOM’s Regional Data Hub

a. Background and rationale

The Regional Data Hub aims to support harmonizing and integrating various sources of mixed migration data, whether through technical support, analysis, or dissemination and to support evidence-based strategic and policy level discussion on migration in the region. It also aims to improve the quality and availability of data on mixed migration collected at country level, while strengthening regional and sub-regional analysis of the data to investigate movement trends, needs and risks along different migration routes. It is enhancing the outreach and sharing of information
on mixed migration flows, displacement trends and multi-sectoral data in the East and Horn of Africa with relevant stakeholders to improve coordination on migration, humanitarian and integration issues. Furthermore, it is providing technical support and guidance on data and standards and information management systems to inform operations and programming gaps as per a country’s needs. This initiative was launched in the beginning of 2018.

b. Actors

• The Regional Data Hub is managed by the IOM Regional Office for the East and Horn of Africa.

  a) Description of the activity

• The Regional Data Hub collects data from several sources including:
  * Various Displacement Tracking Matrix (DTM) methodologies. The DTM is a system to track and monitor the displacement and population mobility. It is designed to regularly and systematically capture, process and disseminate information to provide a better understanding of the movements and evolving needs of displaced populations, whether on site or en route;
  * Migrant Management Operational System Application (MiMOSA). MiMOSA is the web application used by IOM globally to record migrant biographic and demographic information required for case processing and services for: assisted voluntary returns, counter trafficking, medical assessments and transportation of migrants. It is a useful tool for case management.
  * Research carried out by IOM and other stakeholders on mixed migration;
  * MRCs in the region; and
  * Forced returns and humanitarian evacuations.

• In the near future, the data hub will also expand the data collection network to detention centres and other migrant hot spot areas.

• The Regional Data Hub began its operations in early 2018. As of now, it produces ad hoc reports. In the near future, it will produce the following products:
  * Regional mixed migration reports (monthly);
  * Dashboards, geographical analysis, and other information management products on key trends (regularly);
  * Dissemination events at the regional and sub-regional level to share findings and research; and
  * Regular engagements with relevant governmental partners, information management stakeholders, UN, INGO.

• It is also working to build the capacity of MRCs in terms of data collection and information management.

c. Review

• The Regional Data Hub contributes to enhancing the evidence base on migrant vulnerability as the collection and analysis of data on individual, household, community and structural factors facilitates a better understanding of what variables are in fact associated with vulnerability and how these variables might vary across the region and beyond as well as in different migratory contexts.

• By providing technical advice and guidance to improve information management across all the MRCs in the region, it is contributing to streamlining the data collection of individual level vulnerabilities/risk and protective factors.

• The Regional Data Hub will play an important role in supporting programmes and policies that aim to reduce vulnerability in countries of origin at the family, community and structural level. For these programmes to be successful it is important that data on risk factors is captured in countries of transit and destination and analysed and shared with the countries of origin.
Any migrants in the East and Horn of Africa are exposed to violence, abuse, exploitation and rights violations. While the region has made impressive gains in migrant protection - such as establishing MRCs and counter-trafficking policies and programmes - important gaps remain. Innovative approaches to migrant protection are needed which respond to the massive challenges that can arise in such a complex migration corridor.

The DoV model is an analytical and programmatic framework that addresses some of these gaps. For example, it moves away from an approach centred on categorization of migrants as a prerequisite for protection and instead focuses on a holistic understanding of migrant vulnerability. The model also promotes medium-to-long term interventions including those of an upstream nature that could have a lasting impact in the lives of migrants, their communities and countries. Through this model, practitioners are also urged to work with migrants to identify steps that they can take to reduce their vulnerability and increase their resilience. It is also a model that goes beyond the individual, and looks at households, communities and countries as sources of vulnerability or protection. In this regard, the model is innovative as it looks at the interaction of factors at different levels of analysis.17

In the East and Horn of Africa, certain components of the DoV are already evident in some policies and programmes. For example, the provision of individual assistance to a broad group of migrants in situation of vulnerability through MRCs or the collaboration with migrant communities for the provision of assistance in Khartoum, Sudan. Other initiatives such as government-led task forces and NRMIs can use the DoV as a framework to improve protection and ensure sustainability and cohesiveness of their interventions.

The forthcoming IOM Handbook on Protection and Assistance presents the DoV model in detail and also gives practical guidance on different components of migrant assistance including: shelter; food and nutrition; health and wellbeing; education and training; family tracing; access to justice; and best interest assessments and best interest determinations for UASC. The handbook - which will be available in October 2018 - is targeted at case managers, service providers, communities, development organizations and States. In addition, it aims to contribute to the operationalization of global frameworks and processes, including but not limited to the New York Declaration for Refugees and Migrants and the forthcoming Global Compact for Migration.

The East and Horn of Africa is one of the first regions in the world to engage actively with the DoV model and to analyse its policies and programmes through the DoV lens. The model was identified as a useful analytical and programmatic tool by practitioners who participated in IOM’s Regional Technical Workshop on Improving Identification and Referral of Migrants in Vulnerable Situations in the East and Horn of Africa which took place in Nairobi, Kenya on 20-21 March 2018. The model was also well received by officials from the State Ministry of Social Welfare of Khartoum, Sudan when it was presented to them in May 2018. If further integrated into policies and programmes, the DoV could contribute to more holistic and sustainable interventions in benefit of migrants, their households and communities as well as countries of origin, transit and destination.

Reducing Vulnerabilities And Empowering Migrants