International Organization for Migration
Regional Office for East and Horn of Africa

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

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FOREWORD BY THE IOM REGIONAL DIRECTOR

The region continues to experience sustained movements of refugees and mass displacement of persons resulting from climate change and environmental degradation, armed conflict, political, economic, and food crises. Transnational crimes such as human trafficking and smuggling of migrants contribute to the continued problem of irregular migration and human rights abuses of migrants.

The multifaceted and complex nature of migration in the East and Horn Africa demands multi-dimensional interventions. Coordinated regional efforts are needed for peace and stability, for migration management, and for the realization of rights and well-being of migrants and host communities.

The International Organization for Migration (IOM) has therefore developed a Regional Strategy with the overall goal to provide reliable, flexible and responsive migration management solutions to governments, institutions, regional organizations and migrants in the East and Horn of Africa.

The strategy reflects the persistent and emerging migration challenges and opportunities in the Region, affirms the contribution of IOM’s enduring core areas of service and support, and presents three strategic priority areas where IOM seeks to increase its efforts.

The Regional Strategy is in line with IOM’s Constitution and its Global 12-point Strategy which confirms its commitment to support humane and orderly migration for the benefit of all. This document aims to present our partners and stakeholders in the Region with a unified, focused approach to the Regional priority areas. Although the strategy guides IOM’s work in the Region over the 2013-2014 period, it is continuously evolving and subject to constant review, allowing us to be flexible and adjust to new realities and emerging issues. IOM will implement this Strategy in close cooperation with governments, partners, stakeholders and migrants.

Ashraf El Nour
Regional Director
East and Horn of Africa
A SNAPSHOT OF THE REGIONAL STRATEGY

IOM’s Regional Strategy for the East and Horn of Africa presents a unified strategy to address the migration complexity in Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Uganda and Tanzania.

The region had the largest increase of refugees globally in 2012. The nature of migration in the East and Horn of Africa is complex, with countries in the region simultaneously assisting internally displaced persons, refugees, returnees, victims of trafficking and labour migrants.

For the past three decades IOM has actively worked to assist and provide core services for migrants in need in the East and Horn of Africa. The Regional Strategy for 2013-2014 reaffirms IOM’s commitment to provide reliable, flexible and responsive migration management solutions to governments, institutions, regional organizations and migrants in the East and Horn of Africa. We are committed to quality services in the areas of:

- Migration Health,
- Response to Human Trafficking,
- Resettlement and Movement Management,
- Emergency Preparedness and Response,
- Immigration and Border Management,
- Diaspora Engagements and Labour Migration,
- Cultural Orientation Programmes for Refugees,
- Migrant Policy and Research.

The Regional Strategy recognizes the need and advocates for further engagement and focus in the following three intervention areas:

- Environmentally-induced Migration,
- Mixed Migration,
- Forced Migration.
From its roots as an operational logistics agency established in the aftermath of the Second World War, IOM has now grown to become the leading international agency working with governments and civil society to advance the understanding of migration issues, encourage social and economic development through migration, and uphold the human dignity and well-being of migrants.

Kenya was the first African country to join and became an IOM member state in 1985. IOM has since experienced a rapid expansion. Today we support and are present in the following countries in the East and Horn of Africa: Burundi, Djibouti, Eritrea, Ethiopia, Kenya, Rwanda, Somalia, South Sudan, Uganda and Tanzania.

In July 2010 IOM started a global restructuring process which reshaped the architecture of the Organization to provide more coordinated and coherent coverage in the Regions. Due to the migration complexities in the region, the Regional Office for the East and Horn of Africa was re-established in the beginning of 2013.

IOM’s Regional Office in the East and Horn of Africa is committed to providing support to the ten countries in the region, and to ensuring coordinated regional efforts in order to meet the needs of migrants, host communities, and States as it promotes effective migration management for the benefit of all.
The countries covered by RO-Nairobi are represented in the map below.
The region had the largest increase of refugees globally in 2012. As of March 2013 there were over 9 million refugees and internally displaced persons (IDPs) in the East and Horn of Africa. Climate change and environmental degradation, armed conflicts, political, economic, and food crises continue to force people to flee, resulting in a growing need for assistance.

Armed conflict in the Democratic Republic of Congo, Somalia and South Sudan forced people to leave their homes and seek protection in neighboring countries in 2012, leading to an increase in the refugee populations in Burundi, Ethiopia, Kenya, Rwanda, South Sudan and Uganda.
In relation to the size of their economy, Kenya and Ethiopia are respectively ranked as the second and third leading host countries in the world for refugees. At present Kenya hosts approximately 600,000 refugees, making it the 4th largest host country in the world, with the vast majority of refugees originating from Somalia.

As the political situation in Somalia continues to improve, repatriation of Somali refugees is a possibility. However, issues of safety and the dignity of refugees need to be taken into account. In accordance with international humanitarian standards, the selected areas for return need to be safe and basic services should be available. While some possible areas have been identified, assessments still need to be conducted.

With the voluntary return of Burundian refugees from Tanzania, the country is facing constraints in terms of the reintegration of returnees. The country still has an estimated number of over 78,800 IDPs, the majority of whom do not own houses and/or land.

Land has become an issue as the absorptive capacity of communities is already limited due to the high population density of Burundi, the sub-division of land plots into smaller lots despite poor productivity, and the exploitation of land by new occupants. South Sudan is facing a similar scenario in terms of availability of land and basic services for returnees from the north.

Rwanda is also tasked with the reintegration of increasing numbers of returnees since Tanzania restricted its migration policies in August 2013.

Additionally, the region is affected by mixed migration flows originating in or transiting through East Africa or the Horn of Africa. The principal characteristics of mixed migration flows include the irregular nature and the multiplicity of factors driving such movements, and the differentiated needs and profiles of the persons involved.

Three main routes exist: the Northern Africa route (from sub-Saharan Africa to North Africa and Europe); the Gulf of Aden route (from the Horn of Africa to Yemen and beyond); and the Southern route (from the Horn of Africa and East Africa to South Africa and beyond).

These flows, which include refugees, asylum-seekers, displaced persons, and migrants pursuing family reunification, education, or employment, place strain on governments in the region as they struggle to cope with the large number of migrants crossing their borders and moving through their countries.

The children, men, and women making up these migrant flows frequently resort to unsafe modes of transportation and smuggling networks during their journey, exposing themselves to injury, violence, detention, exploitation and abuse.

Some areas of Northern Kenya face unique migration
challenges due to the presence of nomadic and semi-nomadic pastoralists in Kenya, Somalia, Uganda, and Ethiopia.

These regions have traditionally experienced cross-border migration by pastoralists. However intensified climate change and environmental degradation have contributed to increased frequency of migration, variation from traditional migration routes, and increased distance to move.

At the same time, climate change and environmental degradation have contributed to resource-based conflicts between and amongst pastoralist communities.

These regional dynamics are compounded by a general weakness in border and migration management regimes in East Africa, which is characterized by porous borders, inadequately trained and poorly equipped staff, and insufficient regional technical cooperation.

IOM partnerships and beneficiaries

IOM is committed to designing and implementing projects and programmes that are aligned with national and regional priorities. IOM will continue to deepen its cooperation with the Intergovernmental Authority for Development and with its partners in the governments of the region.

There is a need to address regional and national migration (policy and operational) challenges/gaps to boost intra-regional labour migration, diaspora mobilization and border management. IOM will work with the Regional Economic Communities (RECs) to support the REC’s priorities and decisions and outcomes of the Regional Consultative Processes (RCPs) meetings.

IOM is committed to streamlining in-country efforts via participation in Joint Programmes, by working closely with United Nations funds, programmes, and specialized agencies.

IOM is also working towards the achievement of the outcomes contained in the United Nations Development Assistance Frameworks for Kenya, Djibouti, and Ethiopia, and in the United Nations Assistance Strategy for Somalia.

IOM seeks to ensure the sustainability of its work by promoting national ownership, national capacity development, and inclusiveness. One way it aims to achieve this is by involving beneficiaries and national and local organizations in the design, planning, implementation, monitoring, and evaluation of its programmes.
1. Environmentally-induced migration

The Horn of Africa is home to the world’s largest remaining concentration of pastoralists. The arid and semi-arid lands of the region are unable to support reliable agriculture due to low and variable rainfall and high temperatures.

Pastoralism is a subsistence-oriented livestock system well suited to this environment as it involves moving livestock to areas when fodder becomes available as well as herd management strategies such as herd splitting, herd diversification, and herd maximization to reduce the risk of livestock loss due to drought, disease, and theft.

A fundamental aspect of pastoralism is mobility, and traditionally pastoralists exercised free movement throughout the region. The introduction of colonial boundaries created partitions of pastoralist communities between states. Pastoralist losses were further compounded during the post-independence period, when export-crop production development models, with their focus on commercial agriculture and irrigation schemes, were widely implemented.
More recently, climate change and environmental degradation has had further negative impacts on pastoralist communities. The increase in frequency and length of droughts has forced herders to move more frequently, to new destinations, and for extended periods of time. Competition for access to grazing lands and water has contributed to inter-communal conflict that, in turn, has led to a proliferation of small arms in some pastoralist communities.

With a population of approximately 20 million pastoralists in the Horn of Africa, pastoralists represent a large mobile population in the region, and mobility is an essential element of their way of life. However, unlike other migrant groups such as refugees or internally displaced persons, pastoralist migration has never been formally protected or recognized.

IOM will enhance resilience of pastoralists to the effects of climate change, establish systems for managing environmentally-induced migration and increase capacity at the regional/national level. IOM will also improve access to services for pastoralists including health care services.

2. Mixed migration

The Horn of Africa is an area of origin or transit for several mixed migration flows. Mixed migration flows simultaneously involve different types of migrants using the same means and routes but as a result of different motivations. The principal characteristics of mixed migration flows include the irregular nature and the multiplicity of factors driving such movements, and the differentiated needs and profiles of the persons involved.

The number of migrants crossing into Yemen has risen steadily over the past 6 years, reaching over 100,000 in 2012. Most migrants come from Somalia and Ethiopia where they escape physical violence, threats to life, forced marriages, lack of access to basic services and livelihoods, and arbitrary arrests and detention.

In transit these migrants face risk of physical violence, robbery, extortion, sexual assault, arbitrary arrest and detention, refoulement, inadequate food, water, and shelter, injury or death due to unsafe transportation,
abuse and exploitation by smugglers and traffickers. Women and children are exceptionally vulnerable to sexual and physical abuse at the hands of smugglers and traffickers. In response to the growing phenomenon of mixed migration, IOM in 2012 commissioned a study on the “Health vulnerabilities of mixed migration flows from the East and Horn of Africa and the Great Lakes region to southern Africa”.

The research builds on the results from the 2009 IOM report “In Pursuit of the Southern Dream” and aims to better elucidate and generalize the experiences, health vulnerabilities and problems of irregular migrants in transit. The findings from the study are expected to be published in the end of 2013.

Based on the study, IOM will expand the focus of mixed migration flows to include the Southern Route and tackle the root causes of mixed migration by raising awareness, improving the protection of migrants, and enhancing cooperation between governments at the national and regional level.

3. Forced Migration
Conflict, climate change, and environmental degradation are the key drivers of forced migration within the Horn of Africa, and have resulted in large populations of both refugees and internally displaced persons.

Over the past several decades the Horn of Africa has seen some of the world’s deadliest conflicts, and populations in the region have moved across international borders seeking refuge from violence, poverty, famine, and natural disasters. Nearly 1 million Somali refugees are currently hosted in nearby countries, and an additional estimated 1.4 million Somalis are internally displaced. Conflict has long been a key driver of forced migration in Somalia, but the recent drought has contributed significantly to displacement.

Furthermore, the 2008 post-election violence in Kenya led to the displacement of approximately 30,000 Kenyans, in addition to the quarter million “protracted” internally displaced persons already in the country. Ethiopia faces the triple forced migration challenge of recurring natural disasters, such as floods and drought, and localized conflicts, resulting in displacement of thousands of people every year as well as a high presence and increasing flows of refugees from four neighbouring countries.

Conflict is one of the key drivers of forced migration in the Horn of Africa.
In South Sudan food security is deteriorating, and in addition to the large-scale return of refugees and internally displaced families there is on-going conflict in parts of the country, making it difficult to intervene and provide assistance to vulnerable populations.

The emergency and transition activities in the region are contributing to the expected results in the areas identified by the IOM Global 12-Point Strategy (Points 9 and 10) through various regional migration crisis management and transition/recovery programming aiming to provide immediate assistance to displaced people, refugees, former combatants, forced migrants, vulnerable people (especially women and children), as well as addressing the root causes of the migration crisis through various community stabilization initiatives.

IOM will support the East African Community (EAC) in managing movements of goods and people by developing Standard Operating Procedures (SOPs) on detection of human trafficking, migrant smuggling, and trafficking in illicit goods at border crossing points in East and Southern Africa.

The region is exposed to a variety of slow- and sudden-onset disasters such as floods.

Migrants are exposed to a range of life threatening risks.
IOM’s Regional Office for the East and Horn of Africa is committed to providing support to the Country Missions in the region to ensure coordinated regional efforts in order to meet the needs of migrants, host communities, and States as it promotes effective migration management for the benefit of all.

1. Operations, Emergencies and Post-crisis

IOM is active in emergency preparedness, response, resettlement and movement management. In the context of emergencies, IOM will continue to provide or support emergency transportation and assistance for stranded migrants; camp coordination and camp management; distribution of non-food items; emergency and transitional shelter; protection and conflict prevention, livelihood, agriculture, and livestock recovery; community dialogue, reconciliation, and peace-building; community disarmament and stabilization; disaster mitigation and natural resource management; and health care and psychosocial services in emergencies.
The main regional priorities for IOM’s interventions for 2014 within the Emergency and Transition area include the following:

- Contributing to the establishment of safer, adaptive and disaster resilient communities towards sustainable development within the Eastern and Horn of Africa Region through Disaster Risk Reduction (DRR) initiatives. In the area of environmentally induced migration, IOM will enhance resilience of pastoralists to the effects of climate change, establish systems for managing environmentally-induced migration and increase capacity at regional/national level. IOM will also improve access to services for pastoralists including health care services.
- Building Resilience through Climate Change Adaptation as well as conflict resolution and contributing to the development and implementation of national and regional resilience to the forced migration in the region.
- Promoting Camp Coordination and Camp Management (CCCM) partnerships with Governments and humanitarian partners in the region, advocating for CCCM as part of DRR, and expanding the capacity building as a preparedness measure to natural disaster, thus contributing to IOM CCCM Global Cluster Leadership.

2. Migration Health

In the area of health promotion and assistance to migrants, IOM will continue to work towards the improvement of health outcomes of migrants, mobile populations and migration-affected communities in the region. It will do so by: promoting responsible healthy behaviours and accessibility to and acceptability of services for all migrants, mobile populations and affected communities in spaces of vulnerabilities as well as advocating for the inclusion of the/a right of migrants to health in legislations, policies and strategic plans in the country.

IOM aims to encourage responsible healthy behaviours and to expand service delivery in the following spaces of vulnerabilities: migrant-populated urban areas; along transport corridors, at border crossing and ports; as well as along irregular migration routes.

IOM has a commitment to turn health into a crosscutting component in programming to reduce the vulnerability of migrants.

IOM’s Partnership on Health and Mobility in East and Southern Africa (PHAMESA) offers a comprehensive public health approach, addressing health concerns that particularly affect migrants and mobile populations. Depending on funding, a second phase of this programme will start in 2014. Working with a community-based approach, PHAMESA II aims to reduce health vulnerability for all those affected by the migration process in East and Southern Africa.
3. Immigration and Border Management

In the area of immigration and border management, IOM works with governments in the region to promote effective management of immigration and national borders. IOM also works with the East African Community (EAC) and its partner states to enhance capacities to address and mainstream migration management issues in view of the Common Market Protocol (CMP).

IOM plans to improve the evidence base available to policy and decision makers by promoting improvements to and harmonization of national and regional institutional frameworks and by supporting the effective implementation of free movement of persons and labour elements of the CMP and improved labour market integration.

At the operational level, IOM aims to support efforts to effectively manage the movement of goods and persons by developing standard operating procedures on the detection of human trafficking, migrant smuggling, and trafficking in illicit goods at border crossing points in East and Southern Africa.

4. Migrant Assistance

IOM provides a range of services including medical assessment and treatment, shelter, and assisted voluntary return services to migrants in need of help, such as stranded migrants, unaccompanied minors, and unsuccessful asylum seekers. IOM has also been at the forefront of the response to human trafficking in the region, and will continue to implement projects aimed at preventing human trafficking, protecting trafficked persons, and strengthening the legal frameworks required for the prosecution of trafficking offenders.

IOM also works to address the protection needs of the tens of thousands of migrants, asylum seekers, refugees, and other vulnerable communities that comprise the mixed migration flows transiting in/through the Horn of Africa, and to mitigate the impact of these migratory flows on host communities.

In 2014, IOM will expand the focus of mixed migration flows to include the Southern Route and tackle the root causes of mixed migration by raising awareness, improving the protection of migrants, and enhancing cooperation between...
governments at national and regional level. Furthermore, IOM will support the EAC in managing the movement of goods and people by developing Standard Operating Procedures on the detection of human trafficking, migrant smuggling, and trafficking in illicit goods at border crossing points in East and Southern Africa.

5. Labour Migration and Human Development

In the area of labour migration and human development, IOM promotes migration and development through the return of qualified nationals programmes that mobilize the competencies of African diasporas to contribute to the reconstruction, national development, and nation-building goals of their countries of origin, as well as by promoting technical assistance to governments on migration and development policies and programmes.

In addition, IOM works with governments in the region to develop labour migration policies as well as create structures that serve to enhance labour migration opportunities to major destination areas for East African nationals, such as the Middle East, through well-organized, well-managed and well-regulated programmes. Moreover, research and assessments on current labour migration trends are being undertaken in order to develop comprehensive labour migration databases to facilitate the development and implementation of such programmatic interventions.

6. Migration Policy and Research

IOM provides information, advice and support to assist the efforts of its stakeholders to develop appropriate national and regional migration management policies and strategies.

IOM promotes efforts to address the lack of migration data for evidence-based policies and programming. Migration profiling will continue to take place with IOM’s assistance in several countries in the region. IOM also intends to conduct action research into human trafficking trends to identify effective counter-trafficking interventions.
### RESULTS MATRIX

**Impact:**
To provide reliable, flexible and responsive migration management solutions to governments, institutions, Regional Organizations and migrants in the East and Horn of Africa.

(Broad and long term vision of the result we want to see happening in the region)

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<thead>
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<th>Outcome 1:</th>
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<tr>
<td><strong>Migrants, mobile populations and people in migration-affected communities are better equipped to deal with issues of vulnerability.</strong></td>
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<tr>
<td>Intended changes at individual level (community realm)</td>
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**Output 1.1**
Migration Management

- Pastoralists’ and host communities’ capacity to cope with negative effects of climate change is enhanced.
- Protection and assistance concerns of migrants in mixed migration populations are mitigated and addressed.
- Increased awareness on regular, safe and healthy migration among major migrant communities of origin in the East and Horn of Africa.

**Output 1.2**
Emergencies & Transitions

- Communities understand Disaster Risk Reduction (DRR) and are better prepared to mitigate risk and respond to disasters.
- Communities are capable of peaceful conflict resolution.

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<th>Outcome 2:</th>
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<tr>
<td><strong>Increased availability, accessibility, acceptability and quality of services by migrants, those in crisis affected areas and mobile populations in identified spaces of vulnerability.</strong></td>
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<tr>
<td>Intended changes at institutional level (stakeholder or service provider realm)</td>
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**Output 2.1**
Migration Management

- Migration Management authorities’ knowledge, understanding and capacity to respond to mixed migration, smuggling and trafficking are increased.
- Authorities have increased capacity to provide services including health care to pastoralists, crisis-affected populations, and victims of smuggling and trafficking.
- Improved identification of human trafficking, migrant smuggling, at border crossing points in East and the Horn of Africa.

**Output 2.2**
Emergencies & Transitions

- Well established disaster response operations that meet the basic needs of affected population during or after disaster.
- Governments and communities are capable of anticipating, mitigating, and adapting to the migration-related effects of climate change.

**Output 2.3**
Partnerships & RCPs

- Enhanced institutional capacities of RECs & Governments for effective Migration Management.
- Enhanced intra-regional labour migration, diaspora mobilization and border management to address regional and national migration (policy & operational) challenges/gaps.
### Outcome 3:
*Evidenced-based policies and legislations developed, amended and implemented at regional, national and local levels*

**Intended changes at policy & legislation level (policy realm)**

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<tr>
<th><strong>Output 3.1</strong> Migration Management</th>
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<tr>
<td>• National and regional policies and legislations have incorporated mobile populations and migrants.</td>
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<tr>
<td>• Improved mechanisms in mixed Migration Management leading to regional collaboration and coordination in the region.</td>
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<tr>
<th><strong>Output 3.2 Emergencies &amp; Transitions</strong></th>
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<tr>
<td>• DRR are mainstreamed and integrated in national, sectoral, regional and local development policies and plans.</td>
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<td>• Increased national capacity in camp coordination and camp management.</td>
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<tr>
<th><strong>Output 3.3 Partnerships &amp; RCPs</strong></th>
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<td>• Promote Interstate dialogue and intra-regional cooperation on migration to forge partnerships and formalize Cooperation and Relationships between Regional Economic Communities.</td>
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