

IOM: Regional Migrant Response Plan – For the Horn of Africa and Yemen 2018-2020

Key results:

- Improved humanitarian access to migrants in vulnerable situations in origin, transit and destination countries and access to safe, orderly and dignified emergency return support from Yemen.
- Migrants in vulnerable situations, host and origin communities benefit from durable and development oriented support to return, sustainable reintegration and community stabilization
- Host communities and communities in areas of return benefit from community development projects to boost reception capacity and address drivers of migration
- Communities identified as hotspots for migration are targeted for awareness campaigns on dangers of irregular migration
- Data collection, analysis and research regarding mobility and needs along the route, in migration hot spots and in areas of origin is conducted, to identify trends, needs and root causes

Justification for support:

- Strong coherence between Danish strategic priorities in the area of migration and development and IOM's objective of ensuring that migration takes place in a safe, orderly and regular manner ensuring protection of and respect for migrants' human rights.
- Strong coherence between Danish strategic priorities and the objectives of the RMRP, incl. focus on improving migration management, addressing drivers for migration, return and reintegration, and capacity building of local authorities.
- RMRP is an innovative project focusing on migrants in vulnerable situations and on the move from both a humanitarian and development perspective, corresponding to Danish priority of strengthening humanitarian-development nexus in practice.

Major risks and challenges:

- Securing continued support from relevant donors for the implementation of the plan.
- Volatility of the context in Yemen and Somalia, which may hinder access for IOM and partners to provide humanitarian assistance.
- Timely issuance of VISAs for staff to be able to work in Yemen.
- Operating in a multiple partner setting risks lack of coordination among actors, which could lead to duplication of interventions, or gaps in the response.

File No.	2018-5893						
Country	Djibouti, Ethiopia, Somalia, Yemen						
Responsible Unit	HMC						
Sector	Migration						
Partner	IOM						
	<i>DKK mil.</i>	2018	2019	2020	2021	2022	Tot.
Commitment		30	n/a	n/a	n/a	n/a	30
Projected ann. disb.		30	n/a	n/a	n/a	n/a	30
Duration	2018-2020						
Previous grants	n/a						
Finance Act code	06.32.10.13						
Head of unit	Stephan Schönemann						
Desk officer	Signe Lind						
Financial officer	Jacob Strange-Thomsen						

Relevant SDGs (overall goal to *leave no one behind*)

 1 NO POVERTY No Poverty	 2 NO HUNGER No Hunger	 3 GOOD HEALTH AND WELLBEING Good Health, Wellbeing	 4 QUALITY EDUCATION Quality Education	 5 GENDER EQUALITY Gender Equality	 6 CLEAN WATER AND SANITATION Clean Water, Sanitation
 7 AFFORDABLE AND CLEAN ENERGY Affordable Clean Energy	 8 DECENT JOBS AND ECONOMIC GROWTH Decent Jobs, Econ. Growth	 9 INDUSTRY AND INFRASTRUCTURE Industry, Innovation, Infrastructure	 10 REDUCED INEQUALITIES Reduced Inequalities	 11 SUSTAINABLE CITIES AND COMMUNITIES Sustainable Cities, Communities	 12 RESPONSIBLE CONSUMPTION & PRODUCTION Responsible Consumption & Production
 13 CLIMATE ACTION Climate Action	 14 LIFE BELOW WATER Life below Water	 15 LIFE ON LAND Life on Land	 16 PEACE AND JUSTICE, STRONG INSTITUTIONS Peace & Justice, strong Inst.	 17 PARTNERSHIPS FOR THE GOALS Partnerships for Goals	

Strategic objectives:

1. Ensure humanitarian and protection assistance to migrants in vulnerable situations in Yemen and the Horn of Africa;
2. Support durable and development-oriented approaches to return, sustainable reintegration and community stabilization;
3. Strengthen protection of migrants in the Horn of Africa and Yemen by building the capacities of Governments;
4. Strengthen partnership and collaboration around evidence-based analysis of drivers of migration needs and trends of migration between the Horn of Africa and Yemen.

Justification for choice of partner:

IOM is the leading inter-governmental organization in the field of migration ensuring orderly and humane management of migration. IOM works to address humanitarian, development and human mobility challenges and is therefore well placed to undertake the lead coordinating role of the RMRP, including information management, monitoring and reporting at regional and country level, and to help to alleviate the struggles of the beneficiaries of the project. From a Danish strategic perspective it is essential that IOM recognizes the Grand Bargain, the New Way of Working, and the Agenda 2030's commitment to "leave no one behind" requiring that the most vulnerable, including those affected by crises and forced displacement, are included in the achievement of the Sustainable Development Goals. IOM will solidify its role as an important strategic partner on the issue of migration with its coming role as coordinator and secretary for the UN Network for Migration established with the adoption of the Global Compact for Migration. With this grant and the coming core contribution to IOM, Denmark places trust in IOM and acknowledges its importance in the field of migration, strengthens strategic ties and supports IOM going forward.

Summary:

Irregular migration from the Horn of Africa to the Gulf countries has been a steadily increasing phenomenon. In particular, migrants (and refugees) cross the Gulf of Aden from Djibouti or Somalia, frequently with the support of smugglers, entering Yemen with the aim of onwards migration. While the humanitarian protection needs of these people are varied, it is evident that they are immense for the irregular migrants arriving in Yemen. Against this backdrop, IOM and implementing partners (incl. UNHCR, OCHA, UNICEF, IRC, DRC, NRC, RMMS, IGAD) have developed the RMRP and are appealing for more than USD 45 million in 2018 in order to alleviate the vulnerabilities experienced by irregular migrants in the short-term and address root causes of their movement and build capacities in the medium to long term. The project runs from 2018-2020.

Budget:

Total	DKK 30,000,000
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Development engagement document

1. Introduction

The present development engagement document (DED) details the objectives and management arrangements for the development cooperation concerning the *Regional Migrant Response Plan – For the Horn of Africa and Yemen 2018-2020 (RMRP)* as agreed between the parties specified below.

1.1 Parties

The Ministry of Foreign Affairs of Denmark (MFA) and the International Organization for Migration (IOM).

1.2 Documentation

“The Documentation” refers to the partner documentation for the supported intervention, which is the *Regional Migrant Response Plan – For the Horn of Africa and Yemen 2018-2020*. The RMRP forms the basis for this development cooperation and for the present DED and is annexed.

1.3 Contribution

The MFA commits to a contribution to the engagement of

DKK 30,000,000 (thirty million)

for the period 1 December 2018 to 1 December 2020 (24 months).

2. Background

Irregular migration from the Horn of Africa to the Gulf countries has been a steadily increasing phenomenon. Irregular migrants and refugees cross the Gulf of Aden, frequently with the support of smugglers, entering Yemen with the overall purpose of onwards migration. The number of new arrivals in Yemen has been continuously increasing since 2012, despite the deepened insecurity and violence following the war that erupted in March 2015. Arrivals peaked in 2016, when more than 117,000 – irregular migrants and refugees – arrived in Yemen. In 2017, IOM’s Displacement Tracking Matrix recorded more than 99,000 new arrivals. These migration flows are mixed in nature but are comprised mostly of irregular migrants coming from Djibouti, Ethiopia and Somalia. Young males constitute the largest group on the move at around 55 per cent, followed by unaccompanied or separated children at around 20-30 per cent, while female migrants represent approximately 15 percent.

It has become increasingly evident that the humanitarian protection needs of irregular migrants in Yemen are immense. Most journeys take place on foot, walking across the region’s deserts where the irregular migrants are also exposed to lack of shelter and medical assistance as well as thirst and hunger caused by the extreme environment and temperatures. The irregular migrants often rely on unscrupulous smugglers to migrate clandestinely, fall victim to criminal networks and human traffickers who exploit, abuse and commit human rights violations. The irregular migrants also rely on smugglers to facilitate the dangerous sea crossing to Yemen. Once in Yemen, the irregular migrants are usually subjected to even more extreme conditions of exploitation and abuse. Discrimination, incarceration, kidnapping, torture, rape and forced recruitment are common experiences.

The humanitarian needs and level of protection of human rights of irregular migrants differ from situation to situation. The RMRP focuses on three different categories, which incorporate a gender-based approach for particularly migrants in vulnerable situations, including women and girls:

- Those stranded in Yemen;
- Those in transit to Yemen;
- Those returning to their country of origin.

For further detail, reference is made to the RMRP pages 15-16.

Of an anticipated bi-directional flow of irregular migrants in 2018 between Yemen and the Horn of Africa of more than 100,000 arrivals into Yemen, and approximately 200,000 returns from Yemen and Saudi Arabia to the Horn of Africa countries, it is estimated that the RMRP will target 81,000 of the most vulnerable individuals.

The Danish contribution to the RMRP will contribute in the short term to alleviate the struggles and dangers during the hazardous journeys of the irregular migrants. In the medium to long-term it will contribute to prevent the potential irregular migrants from embarking on these journeys by addressing drivers for migration, support efforts to ensure durable and sustainable return, and build authorities' capacities to manage migration.

3. Development Engagement Objective

3.1. RMRP objectives

With a 2018 appeal of 45,697,600 USD for 2018, the RMRP is a humanitarian and development response plan for migrants in vulnerable situations from the Horn of Africa, specifically from Djibouti (2,910,000 USD, target population 6,000), Ethiopia (23,774,600 USD, target population 30,000), and Somalia (6,460,500 USD, target population 17,000), moving bi-directionally to and from Yemen (12,552,500 USD, target population 35,000). The RMRP estimates its target population to amount to 81,000 vulnerable individuals.

The RMRP is a multi-partner plan and has been developed in coordination with regional and country non-governmental and intergovernmental partners that focus on migration, both in humanitarian and development contexts. These partners, who are also the implementing partners, include UNHCR, OCHA, UNICEF, International Rescue Committee (IRC), DRC, NRC, Save the Children, Regional Mixed Migration Secretariat (RMMS), and IGAD.

The target population of the RMRP are migrants in vulnerable situations¹ who are part of the bi-directional movement² between the Horn of Africa and Yemen, as well as host and transit communities in areas with significant numbers of returning irregular migrants. The Response Plan includes urgent humanitarian interventions and medium-to-long-term actions aimed at addressing drivers of irregular migration, building local institution and government capacity for better migration management and providing sustainable

¹ Including, but not limited to, women at risk, children, especially those who are unaccompanied or separated from their families, members of ethnic and religious minorities, victims of violence, older persons, persons with disabilities, persons who are discriminated against on any basis, indigenous peoples, victims of human trafficking and victims of exploitation and abuse in the context of the smuggling of migrants.

² Refugees and asylum seekers are part of these bi-directional movements but not included as beneficiaries of the Response Plan. They will undergo appropriate screening, identification and referral mechanisms will be established to ensure access to UNHCR humanitarian protection and assistance in key locations.

reintegration programs and socioeconomic infrastructure to support communities of origin, transit and destination – led by governments and supported by the UN, NGO's and other partners.

The purpose of the development cooperation among the parties is to support IOM and partners in rolling out and implementing the RMRP based on the following four objectives, which all incorporate a gender-based-focus and include yearly operational plans and budgets detailing relevant activities as the context evolves:

1. To ensure humanitarian and protection assistance to migrants in vulnerable situations in Yemen and the Horn of Africa (16,630,500 USD) focusing on the whole range of emergency activities required to meet the needs of migrants in transit to or returning from Yemen, including facilitating voluntary humanitarian returns from Yemen; counselling, identification, registration and referral of migrants in vulnerable situations in need of assistance; and humanitarian assistance and reception arrangements;
2. To support durable and development-oriented approaches to return, sustainable reintegration and community stabilization (23,045,000 USD) focusing on transitional interventions targeting both migrants and host communities affected by high returns with the aim of promoting successful reintegration of returnees, social cohesion and addressing of drivers for irregular migration, including supporting regularization of stay for irregular migrants in vulnerable situations; providing assistance for voluntary return and onward transportation assistance to migrants in vulnerable situations; assist returnees in vulnerable situations with reintegration support, support returnees' communities of origin; and build awareness on the dangers of irregular migration;
3. To strengthen protection of the human rights of migrants in the Horn of Africa and Yemen by building the capacities of Governments (3,377,000 USD) focusing on ensuring protection of and respect for the human rights of migrants, strengthening capacities of governments at policy, coordination and technical level, including by supporting the development of relevant policies; build capacities of local agencies in charge of border management, counter trafficking and counter smuggling, rescue at sea and coastguard, as well as health personnel; and support the development of bilateral labour arrangements; and
4. To strengthen partnership and collaboration around evidence-based analysis of drivers of irregular migration needs and trends of migration between the Horn of Africa and Yemen (2,645,000 USD) by improving tracking of cross border migration flows; developing migration profiles; map hot spots for irregular migration and returns; research on drivers for irregular migration; ensure regular RMRP coordination meetings at country and regional level; and carry out regional and national dialogues on new development and migration-related issues.

RMRP main implementing partners under the four objectives include for 2018 (but are not limited to):

- Regional: IOM, UNHCR, OCHA, UNICEF, IRC, DRC, NRC, Save the Children, RMMS, IGAD.
- Djibouti: National Office of Assistance for Refugees and Disaster Stricken People (ONARS), the National Police, Ministry of Health, Gendarmerie and Coast Guard, UNICEF, ICRC, Caritas.
- Ethiopia: UNHCR, UNICEF, ICRC, ILO, DRC, UNFPA, Save the Children, AGAR Ethiopia, Good Samaritan Association, Bureau of Women and Children Affairs (BOWCA), National Disaster Risk Management Committee, Department of Immigration, Ministry of Women's and Children's Affairs (MOWCA), Ministry of Labour and Ministry of Social Affairs, Health and Transport.
- Somalia: IOM, UNHCR, DRC, Comprehensive Community-Based Rehabilitation in Somaliland (CCBRS).
- Yemen: UNHCR, DRC, INTERSOS, UNICEF.

In collaboration with and between UN agencies and implementing partners, the respect for each organization's mandate is paramount. Denmark particularly values a good collaboration between IOM and UNHCR as the major coordinating and implementing partners in each their field.

Throughout 2018, activities related to reintegration, evacuation, and capacity building of local authorities have been carried out. Currently, a stocktaking exercise is being undertaken in order to determine targets and strategies for 2019. It is expected that some activities, which have not been implemented in 2018, will spill over into the 2019-activities.

For further detail on activities under each objective, reference is made to the RMRP pages 16-18.

3.2 Alignment with Danish strategic priorities

In accordance with Denmark's strategy for development cooperation and humanitarian action – *The World 2030*³ – Denmark will increase its activities contributing to prevent irregular migration and address drivers for irregular migration. Within the broader objective to stabilise fragile countries and situations and create favourable, sustainable economic, socioeconomic and political development, which is closely linked to managing future irregular migration flows, it is a particular Danish priority to improve migration management, including cooperation on return and readmission, address root causes of migration, and enhance international and regional cooperation on migration.

The Danish overall strategic priorities in the area of migration and development align with IOM's objective of ensuring that migration takes place in a safe, orderly and regular manner. They also correspond to the objectives as set out in the RMRP, as mentioned above. Denmark recognizes the link between economic growth and sustainable development as essential for prevention, preparedness and resilience and that emergency assistance should be provided in ways that support long-term development to ensure smooth transition from relief to rehabilitation. Denmark works through a human rights based approach to development and stresses the need for principles of adherence to international standards and human rights norms and UN standards in all operations, evidence-based policy formulation and a whole-of-society approach as well as engagement with all relevant partners, including UN agencies, civil society organizations, humanitarian and development actors, and the private sector. With this contribution, Denmark wishes to support IOM and the implementation process of the RMRP, including capacity building of governments and relevant authorities in managing migration, with a link to return and readmission and addressing drivers for irregular migration, while safeguarding the human rights of all migrants, with a particular focus on women, girls and youth.

IOM includes women as a specific target group of support (most vulnerable). IOM has a gender equality policy 2015-19, which addresses gender equality issues both in relation to external programs and activities, and to gender balance staffing and organizational culture. This includes a focus on addressing specific needs and capacities of all beneficiaries and staff members, regardless of sex and gender. The IOM policy emphasizes that gender should be mainstreamed through all IOM policies and activities – which is the case for the RMRP

³ "The World 2030 – Denmark's strategy for development cooperation and humanitarian assistance", January 2017.

– in order to: recognize and address gender-related gaps in programs; ensure that all IOM beneficiaries have the same opportunities regardless of their sex and gender; mitigate vulnerabilities to and threats of gender-based violence; and ensure equal access and better outcomes for all IOM beneficiaries.

3.3. Strategic partnership with IOM

With the provision of a core contribution to IOM towards the end of 2018 and the present grant proposal, Denmark is investing new resources in IOM which will strengthen Denmark's relationship to the organization, and allow for a closer monitoring of IOM's capabilities to work in the field of migration. The increased engagement ensures that Denmark can follow the development and assert its influence in a transformative period for the organization in accordance with Danish strategic priorities. In this regard, and as the increasingly close relationship with IOM is expected to be in constant development, the MFA will take the opportunity to make use of the mid-term review as included in Denmark's organisational strategy for IOM to also assess the progress, implementation and rolling out of the RMRP. The mid-term review is scheduled to take place in the second half of 2019.

3.4. Results Framework

For Danida's reporting purposes, the following key outcome and output indicators have been selected to document progress. IOM has informed that budget, baselines and targets for 2019 will be provided at the latest in the beginning of 2019 after which the results framework will be updated accordingly. IOM has informed that an indicator specifically on gender will be included in the 2019 framework.

Project title		Regional Migrant Response Plan – For the Horn of Africa and Yemen 2018-2020	
Project objective		To provide a framework for coordination, humanitarian protection and protection of human rights of migrants, capacity building, analysis and resource mobilization to ensure humanitarian protection assistance to migrants in vulnerable situations in Yemen and the Horn of Africa.	
Impact Indicator		% of RMRP targets achieved	
Baseline	Year		[Situation prior to engagement activities]
Target	Year		[Intended situation by the end of engagement (phase)]
Outcome 1		Improved humanitarian access to migrants in vulnerable situations in origin, transit and destination countries.	
Outcome indicator		# of migrants benefitting from humanitarian support (strategic Objective 1 of the RMRP)	
Baseline	Year		[Situation prior to engagement activities]
Target	Year		[Intended situation by the end of engagement (phase)]
Output 1.1		Migrants in vulnerable situations in origin, transit and destination countries have access to humanitarian assistance and humanitarian protection services through Migrant Resource Centres (MRCs) and mobile outreach teams.	
Output indicator		# of migrants in vulnerable situations assisted in MRCs and through outreach activities	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]

Output 1.2		Migrants in vulnerable situations have access to safe, orderly and dignified emergency return support, through the Voluntary Humanitarian Returns (VHR) program from Yemen until final destination.	
Output indicator		# of migrants in vulnerable situations assisted with VHR to the final destination	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Outcome 2		Migrants in vulnerable situations and host and origin communities benefit from durable and development oriented support to return, sustainable reintegration and community stabilization	
Outcome indicator		# of migrants in vulnerable situations and host and origin communities received assistance for return, sustainable reintegration and community stabilization	
Baseline	Year		[Situation prior to engagement activities]
Target	Year		[Intended situation by the end of engagement (phase)]
Output 2.1		Stranded and migrants in vulnerable situations (migrants stranded in Djibouti, Somalia or Ethiopia) are assisted with voluntary individual return and reintegration support in areas of origin	
Output indicator		# of migrants assisted with return and reintegration support	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 2.2		Host communities and communities in areas of return benefit from community development projects to boost their reception capacity and address drivers of migration	
Output indicator		# of community development projects implemented	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 2.3		Communities identified as hotspots for migration are targeted for awareness campaigns on dangers of irregular migration	
Output indicator		# of awareness campaigns implemented	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Outcome 3		Capacity of governments to manage migration and ensure humanitarian protection of migrants regardless to their migration status is enhanced	
Outcome indicator		% of trained government officials demonstrating improved knowledge on manage migration	

Baseline	Year		[Situation prior to engagement activities]
Target	Year		[Intended situation by the end of engagement (phase)]
Output 3.1		Border management agencies are provided with relevant trainings and equipment as per needs assessments	
Output indicator		# of border officials trained	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 3.2		Relevant government and non-government authorities are provided with training, and equipment to combat human trafficking	
Output indicator		# of law enforcement officials trained	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 3.3		Relevant authorities are trained and equipped to conduct rescue at sea operations	
Output indicator		# of coast guards officials trained	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 3.4		Port Health authorities are trained and equipped to implement port health functions in line with International Health Regulations	
Output indicator		# of port health officials trained	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 3.5		Progress and development of bilateral labour agreements is supported	
Output indicator		# of BLA agreements trainings conducted	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Outcome 4		Partnership and collaboration around evidence-based analysis of drivers for migration, needs and trends of migration between the HoA and Yemen is enhanced	
Outcome indicator		# of meetings of the Coordination Committee for the Regional Migrant Response Plan conducted	
Baseline	Year		[Situation prior to engagement activities]
Target	Year		[Intended situation by the end of engagement (phase)]

Output 4.1		Data collection, analysis and research regarding mobility and needs along the route, in migration hot spots and in areas of origin is conducted, to identify trends, needs and root causes.	
Output indicator		# of reports published (including breakdown by type)	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]
Output 4.2		RMRP coordination meetings take place regularly at regional and country level	
Output indicator		# of meetings held at regional and country level (disaggregated)	
Baseline	Year		[Situation prior to engagement activity]
Annual target	Year 1		[Intended situation after first year of implementation]
Annual target	Year 2		[Intended situation after two years of implementation]

4. Risk management and key assumptions

A major challenge in relation to the effective implementation of the Response Plan is the fluidity of the context in Yemen and Somalia, which may hinder access for IOM and partners to provide humanitarian assistance. Mitigation measures that IOM and partners employ in this case entail working with local NGOs and third party contractors that have different security requirements, and constantly negotiating access with relevant counterparts. In addition, IOM refers to the UNDSS security services to prevent security risks and includes these in project planning and implementation.

In Yemen, a challenge IOM and partners face on a regular basis (that can potentially delay implementation) is the timely issue of VISAs for staff. IOM and partners have very limited influence on this issue, which is normally addressed by advocating through the Humanitarian Country Team and the leadership of the Humanitarian Coordinator.

A key assumption of the plan is the continued financial support from relevant donors to be able to continue implementing the plan. To maintain such support, regular sharing of progress information based on the monitoring and evaluation system and coordination at country and regional level is essential and will be prioritized.

At field level, challenges and risks are related to conflict and drought (in Yemen in particular) and the risk of spreading of diseases (Djibouti), which can have major impact on the effective implementation of activities. There has been an increase of spreading of diseases in 2018, which is why the subject and specific planning of responses will be an important part of 2019 activities for objectives 1 and 3.

In terms of the RMRP's multiple partnership, operating with multiple actors is indispensable for obtaining impact in the specific context. However, when operating in a multiple partner setting, there is a risk of lack of coordination among actors, which can lead to duplication of interventions, or gaps in the response. Ensuring coordination of actors involved in the response is therefore essential and the very objective of the RMRP. This includes sharing information and analysis of trends and needs bringing around the same table relevant actors, to agree on tentative target caseloads and holistic strategies. As this is the first response plan

of its kind and thus the first time IOM will be leading the coordination of a larger multiple partner operation, challenges may arise in the rolling out of this ambitious plan. However, it is regarded as a positive move from IOM's side and an indication that the organization recognizes its new role and placement in the UN system as lead organization on the issue of migration and coordinator of the UN Network for Migration – a move that Denmark welcomes and commends despite the potential associated risks.

5. Inputs/budget

The 2018 appeal for the RMRP amounts to USD 45,697,600 with a current funding gap of USD 25,663,507.

Other donors include Canada, Czech Republic, EU, Finland, France, Germany, IOM, Italy, Japan, Netherlands, Norway, Saudi Arabia, Sweden, UK, the UN, and the US.

6. Management arrangement

IOM leads the coordination of the implementation of the plan, including information management, monitoring and reporting at both regional and country level. At regional level, the following partners will constitute the regional coordination committee which will meet every six months to review progress and agree on future strategies: IOM, UNHCR, UNICEF, WHO, OCHA, the International Rescue Committee, NRC, DRC, Save the Children, RMMS and IGAD. Donors, the private sector and academia are encouraged to participate in the regional coordination processes. The Mixed Migration Task Force, an existing structure in Djibouti, Ethiopia, and Somalia, which is composed by relevant government authorities, the UN, and relevant NGO-partners, will serve as the coordination and information-sharing platform for the RMRP; in Yemen, the Multisector for Refugees and Migrants Cluster will take on this role. The task force structures are meant to meet once a month.

7. Financial management

Both parties will strive for full alignment of the Danish support to the implementing partner rules and procedures. The project is managed in accordance with the IOM financial management systems and procedures. This includes accounting, procurement, payments and auditing.

8. Monitoring and evaluation

The MFA shall have the right to carry out any technical or financial mission that is considered necessary to monitor the implementation of the programme. The MFA will address the RMRP at the mid-term review of Denmark's partnership agreement with IOM, which is scheduled to take place in the second half of 2019.

Overall monitoring of the Response Plan is conducted by regular collection of information from each country, against the identified activities. The Coordination Committee will agree and communicate a Monitoring and Evaluation Framework for each year alongside budget, baseline and targets.

For the specific contribution for this project, a midterm and a final report will be produced in IOM standard template.

After the termination of the programme support, the MFA reserves the right to carry out evaluation in accordance with this article.

9. Prevention of sexual exploitation, abuse and harassment

IOM agrees to ensure that the engagement is implemented in an environment free from all forms of harassment, exploitation, abuse and harassment, sexual or otherwise, especially in case of vulnerable groups. Sexual abuse is defined as actual or threatened physical intrusion of a sexual nature, whether by force or under unequal or coercive conditions. Sexual exploitation is defined as any actual or attempted abuse of position of vulnerability, differential power or trust, for sexual purposes, including, but not limited to, profiting monetarily, socially or politically from the sexual exploitation of another. Sexual harassment is defined as any form of unwanted verbal, non-verbal or physical conduct of a sexual nature with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment.

The above definitions are referred to as Sexual Exploitation, Abuse and Harassment (SEAH).

IOM confirms:

- (1) That it has adequate policies/standards or frameworks in place to prevent SEAH⁴;
- (2) That all employees have been informed about these policies/standards/frameworks; and
- (3) That there are appropriate SEAH reporting procedures and complain mechanisms in the organisation including the protection of victims of SEAH and that prompt and adequate action is taken if SEAH is observed, reported or suspected.

In case the development engagement includes subgrantees, IOM is responsible for ensuring the prevention of SEAH also at the level of subgrantee.

MFA has zero-tolerance towards SEAH and will consider non-adherence to point one, two and three as grounds for immediate termination of grant.

Signatures

International Organization for Migration

Minister for Development Cooperation

⁴ In line/adherence with the Inter Agency Standing Committee's Minimum Operating Standard on prevention of SEA and/or the elements on prevention of SEA of the Core Humanitarian Standard on Quality and Accountability.

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Annex 1: Partner(s)

1. Brief presentation of partner(s)

IOM is the leading inter-governmental organization in the field of migration. IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need by providing services and advice to governments and migrants as well as working closely with governmental, intergovernmental and non-governmental partners. IOM works to address humanitarian, development and human mobility challenges and is committed to the principle that humane and orderly migration benefits migrants and society. It acts to help meet the operational challenges of migration, advance understanding of migration issues, encourage social and economic development through migration, and work towards effective respect for the human rights and well-being of migrants. IOM is against this backdrop well placed to undertake the lead coordinating role of the RMRP, including information management, monitoring and reporting at regional and country level.

From a Danish strategic perspective it is essential that IOM recognizes the Agenda 2030's commitment to "leave no one behind" requiring that the most vulnerable, including those affected by crises and forced displacement, are included in the achievement of the Sustainable Development Goals. IOM is also committed to implementing the Grand Bargain and the New Way of Working. Furthermore, with the expected adoption of the Global Compact on Migration in December 2018 and the envisaged role for IOM as the lead coordinator of the UN Network on Migration, the Organization will solidify its position as an important strategic partner on the issue of migration.

2. Summary of key partner features

Partner name <i>What is the name of the partner?</i>	Core business <i>What is the main business, interest and goal of the partner?</i>	Importance <i>How important is the programme for the partner's activity-level (Low, medium high)?</i>	Influence <i>How much influence does the partner have over the programme (low, medium, high)?</i>	Contribution <i>What will be the partner's main contribution?</i>	Capacity <i>What are the main issues emerging from the assessment of the partner's capacity?</i>	Exit strategy <i>What is the strategy for exiting the partnership?</i>
<i>International Organization for Migration (IOM)</i>	<i>Overall to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need by providing</i>	<i>Very High. The Regional Migrant Response Plan for Yemen and the Horn is the first multi-partner migrant response plan led by IOM. The institutional decision to lead on this and develop the plan was based on the urgency and importance of the migration phenomenon</i>	<i>High. IOM leads the coordination efforts for the Response Plan, including information management, monitoring and reporting at both regional and country level.</i>	<i>Lead coordinator while others are in charge of the actual implementation of the Response Plan (UNHCR, OCHA, UNICEF, DRC, NRC, IRC, RMMS and IGAD)</i>	<i>Strength: IOM leads the RMRP and has comprehensive technical capacity and experience in implementation of all activities included in this proposal. Weaknesses: The RMRP is a rather ambitious plan as it clearly brings together development and humanitarian partners to address a migration crisis</i>	<i>The exit strategy of the RMRP relies on the proper delivery of activities under objective 2 and 3: sustainable reintegration and community stabilization at the individual and community level; and capacity building of relevant</i>

	<p><i>services and advice to governments and migrants as well as working closely with governmental, intergovernmental and non-governmental partners</i></p> <p><i>IOM acts as the leading global organization for migration.</i></p> <p><i>The Organization addresses the migratory phenomenon from a comprehensive perspective, taking into account the links to development, in order to maximize its benefits and minimize its negative effects.</i></p>	<p><i>that the Plan intends to address. The humanitarian protection concerns for the migrants involved are massive, and the need for long-term solutions an absolute imperative.</i></p>			<p><i>that is grounded in complex socio economic problems in origin countries, and that is complicated by the ongoing war in Yemen. Being the first multi-partner Migrant Response Plan of its kind, it is expected that challenges related to coordination may be faced. However, the plan has factored in coordination and review mechanisms to allow space for improvement and learning during its implementation.</i></p> <p>Opportunities: <i>The support from the partners of the RMRP and the countries involved indicates that there is an ongoing momentum to address this migration phenomenon. The RMRP intends to catch that momentum and to raise the visibility of this migration trend, to maintain the required political and financial support.</i></p> <p>Threats: <i>The continued war in Yemen and conflicts in parts of Ethiopia and Somalia are threats for the smooth implementation of the RMRP.</i></p>	<p><i>institutions at the government level.</i></p>
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Annex 2: Budget details for 2018

			Target 2018	Budget 2018
OBJECTIVE 1: To ensure humanitarian and humanitarian protection assistance to migrants in vulnerable situations in Yemen and the HoA	Provide migrants in vulnerable situations with humanitarian assistance and reception arrangements	# of people assisted with food, shelter and accommodation (general operations of Migrant Response Points/Centers), and Voluntary Humanitarian Return (3000)	84.000	16.630.500
				16.630.500
OBJECTIVE 2: To support durable and development-oriented approaches to return, sustainable reintegration and community stabilization	Support regularization of stay	# of people legally assisted for regularization of stay	200	20.000
	Provide assistance for voluntary return to migrants in vulnerable situations	# of people assisted with voluntary return to final destination	27.500	2.125.000
	Support reintegration of returnees and host community members	# of people assisted with reintegration assistance and community stabilization	11.500	15.800.000
	Awareness campaigns on dangers of irregular migration	# of people reached with awareness campaigns	210.000	5.100.000
				23.045.000
OBJECTIVE 3: To strengthen the protection of the human rights of migrants in the Horn of Africa and Yemen by building the capacities of Governments	Build capacity of relevant authorities for development and implementation of migrants assistance plans and policies	# of relevant policies and plans developed	3	870.000
	Build border management capacity of local authorities	# of frontline immigration officials trained	2.900	587.500
		# of border assessments conducted	3	150.000
	Build counter trafficking and smuggling capacity of local authorities and develop/strengthen referral pathways	# of law enforcement officials trained / equipped	170	99.600
	Expand MRC network	# of EMRC established enroute	1	200.000
	Build rescue at sea capacity			1.310.000
	Build capacity of health responders at borders as per International Health Regulations			150.000
	Support development of bilateral labor agreements	# of BLA trainings conducted	1	10.000

				3.377.100
OBJECTIVE 4: To strengthen partnership and collaboration around evidence based analysis of root causes, needs and trends of migration between the HoA and Yemen	Track cross border mobility and routes and map hot spots for migration and returns	# of reports	12	2.040.000
	Conduct researches on drivers for migration	# of reports	3	375.000
	Support MRP coordination meetings at country and regional level, as well as National and Regional Dialogues on migration	# of MRP meetings held	8	230.000
				2.645.000
Grand total				45.697.600

Annex 3: Risk management

Risk Factor	Risk response
Fluidity of the context in Yemen and Somalia, which may hinder access for IOM and partners to provide humanitarian assistance	Mitigation measures that IOM and partners employ in this case entail working with local NGOs and third party contractors that have different security requirements, and constantly negotiating access with relevant counterparts. In addition, IOM refers to the UNDSS security services to prevent security risks and includes these in project planning and implementation.
In Yemen, a challenge IOM and partners face on a regular basis (that can potentially delay implementation) is the timely issue of VISAs for staff.	IOM and partners have very limited influence on this issue, which is normally addressed by advocating through the Humanitarian Country Team and the leadership of the Humanitarian Coordinator.
A key assumption of the plan is the continued financial support from relevant donors to be able to continue implementing the plan.	To maintain such support, regular sharing of progress information based on the monitoring and evaluation system and coordination at country and regional level is essential and will be prioritized.
At field level, challenges and risks are related to conflict and drought (in Yemen in particular) and the risk of spreading of diseases (Djibouti), which can have major impact on the effective implementation of activities.	There has been an increase of spreading of diseases in 2018, which is why the subject and specific planning of responses will be an important part of 2019 activities for objectives 1 and 3.
When operating in a multiple partner setting, there is a risk of lack of coordination among actors, which can lead to duplication of interventions, or gaps in the response.	Ensuring coordination of actors involved in the response is therefore essential and the very objective of the RMRP. This includes sharing information and analysis of trends and needs bringing around the same table relevant actors, to agree on tentative target caseloads and holistic strategies.
This is the first response plan of its kind and thus the first time IOM will be leading the coordination of a larger multiple partner operation, meaning challenges may arise in the rolling out of this ambitious plan.	it is regarded as a positive move from IOM's side and an indication that the organization recognizes its new role and placement in the UN system as lead organization on the issue of migration and coordinator of the UN Network for Migration – a move that Denmark welcomes and commends despite the potential associated risks.

Annex 4: List of supplementary materials

#	Document / Material	Source
1	Appropriation Cover note	HMC
2	Regional Migrant Response Plan – For the Horn of Africa and Yemen 2018-2020	IOM and partners

Annex 5: Plan for communication of results

What? (the message)	When? (the timing)	How? (the mechanism)	Audience(s)	Responsible
<p>The RMRP dedicates an entire objective (#4) to build evidence and knowledge about this specific migration route. The dissemination of information gathered through various activities, including mobility tracking, research on drivers for migration and identification of needs and hotspots for migration, is one of the key activities identified to ensure buy in from relevant government and partners.</p>	<p>During coordination meetings, and through dissemination of reports.</p>	<p>IOM will disseminate the information through reports, meetings and via websites, ensuring to define concepts appropriately and without jargon</p>	<p>Governments, donors, humanitarian and development partners, academia, and the public in countries of concern.</p>	<p>IOM, as the chair of the Committee and lead of the RMRP. Particularly, through the IOM coordination unit for the RMRP, based at the IOM Regional Office, Nairobi.</p>

Annex 6: Process Action Plan

Reference is made to annex 8: Quality Assurance Checklist where a quality assurance process is described in further detail.

Annex 7: Grant Award Documentation note

Introduction.

Grant: DKK 30 million

Duration: 1 December 2018 – 1 December 2020 (24 months)

F2 reference: 2018-5893

Funding instrument: Finance Act 2018 (FA18)

Budget line on FA18: 06.32.10.13 – Migration og udsendelse / Migration and repatriation

Text in addendum to FA18 (Danish only):

IOM's indsats for irregulære migranter fra Afrikas Horn (30,0 mio. kr.)

Den Internationale Organisation for Migration (IOM) er den ledende mellemstatslige organisation på migrationsområdet og arbejder for at bekæmpe irregulær migration og fremme sikker, regulær og ansvarlig migration. Indsatsen fokuserer på irregulære migranter i sårbare situationer fra Djibouti, Etiopien og Somalia, der bevæger sig mod Yemen mhp. videre migration til Golfhalvøen. Indsatsen omfatter humanitær bistand til denne gruppe, oplysningskampagner for at informere om farerne ved irregulær migration, sikring af bæredygtig tilbagetagelse og reintegration samt mere langsigtede tiltag for at øge den lokale kapacitet til at kontrollere grænser og håndtere migranter med respekt for menneskerettighederne. Endelig omfatter indsatsen fremme af bilaterale migrantaftaler, der vil kunne øget syd-syd arbejdsmobilitet.

Purpose and objectives

With an appeal of 45,697.600 USD for 2018⁵, the Regional Migration Response Plan (RMRP) is a migrant-focused humanitarian and development regional response plan for vulnerable migrants from the Horn of Africa, specifically from Somalia (6,460.500 USD, target population 17.000), Djibouti (2,910.000 USD, target population 6.000), and Ethiopia (23,774.600 USD, target population 30.000), moving bi-directionally to and from Yemen (12,552.500 USD, target population 35.000). The RMRP estimates its target population to amount to 81.000 vulnerable individuals. The overall goal of the RMRP is to provide a framework for coordination, protection, capacity building, analysis and resource mobilization. The RMRP has been developed in coordination with regional and country non-governmental and intergovernmental partners that have a focus on migration issues, both in humanitarian and development contexts, including (but not limited to) UNHCR, OCHA, UNICEF, International Rescue Committee (IRC), DRC, NRC, Save the Children, Regional Mixed Migration Secretariat (RMMS), and IGAD. The target population of the RMRP are migrants in vulnerable situations⁶ who are part of the bi-directional movement⁷ between the Horn of Africa and Yemen, as well as host and transit communities in areas with significant numbers of returning migrants. The Response Plan includes urgent humanitarian interventions and medium-to-long-term actions aimed at addressing

⁵ The current funding gap stands at \$ 25,663,507

⁶ Including, but not limited to, women at risk, children, especially those who are unaccompanied or separated from their families, members of ethnic and religious minorities, victims of violence, older persons, persons with disabilities, persons who are discriminated against on any basis, indigenous peoples, victims of human trafficking and victims of exploitation and abuse in the context of the smuggling of migrants.

⁷ Refugees and asylum seekers are part of these bi-directional movements but not included as beneficiaries of the Response Plan. They will undergo appropriate screening, identification and referral mechanisms will be established to ensure access to UNHCR protection and assistance in key locations.

drivers for migration, building local institution and government capacity for better migration management, and providing sustainable reintegration programs and socioeconomic infrastructure to support communities of origin, transit and destination – led by governments and supported by the UN, NGO's and other partners.

The purpose of the development cooperation among the parties is to support IOM and partners in rolling out and implementing the RMRP based on the following four objectives, which also include yearly operational plans and budgets detailing relevant activities as the context evolves:

- To ensure humanitarian and protection assistance to migrants in vulnerable situations in Yemen and the Horn of Africa (16,630.500 USD);
- To support durable and development-oriented approaches to return, sustainable reintegration and community stabilization (23,045.000 USD);
- To strengthen protection of migrants in the Horn of Africa and Yemen by building the capacities of Governments (3,377.000 USD);
- To strengthen partnership and collaboration around evidence-based analysis of drivers of migration needs and trends of migration between the Horn of Africa and Yemen (2,645.000 USD).

Criteria used for selecting the partner.

- IOM is the leading, UN-affiliated, inter-governmental organization with a unique global mandate in the field of migration. IOM works to help ensure the orderly and humane management of migration, to promote international cooperation on migration issues, to assist in the search for practical solutions to migration problems and to provide humanitarian assistance to migrants in need by providing services and advice to governments and migrants as well as working closely with governmental, intergovernmental and non-governmental partners. IOM works to address humanitarian, development and human mobility challenges and is committed to the principle that humane and orderly migration benefits migrants and society. It acts to help meet the operational challenges of migration, advance understanding of migration issues, encourage social and economic development through migration, and work towards effective respect for the human rights and well-being of migrants. IOM is against this backdrop well placed to undertake the lead coordinating role of the RMRP, including information management, monitoring and reporting at regional and country level.
- From a Danish strategic perspective it is essential that IOM recognizes the Agenda 2030's commitment to "leave no one behind" requiring that the most vulnerable, including those affected by crises and forced displacement, are included in the achievement of the Sustainable Development Goals.
- IOM is also committed to implementing the Grand Bargain and the New Way of Working in line with Danish strategic priorities.
- With the expected adoption of the Global Compact on Migration in December 2018 and the envisaged role for IOM as the lead coordinator of the UN Network on Migration, the Organization will solidify its position as an important strategic partner on the issue of migration.
- Denmark wishes to strengthen ties and strategic partnership with IOM and sees this funding opportunity alongside the Danish core contribution of DKR 25,000,000 to be of great importance in placing trust in IOM and acknowledging the organization's central and amplified role in the field of migration.

Annex 8: Quality assurance checklist

F2 reference:

2018-5893

Project name:

Regional Migrant Response Plan – For the Horn of Africa and Yemen 2018-2020

Project period:

2018-2020

Budget:

DKR 30,000.000 (thirty million)

Presentation of quality assurance process:

In replacement of the mandatory outsourcing of the appraisal process of the project document, KFU management approved a dispensation from the main rule and allowed a HMC led internal process to be launched to secure the quality of the project document. A quality assurance committee was established comprising Morten Jespersen, PR to the UN in Geneva, Marie-Louise Koch Wegter, HMC deputy, and Susanne Wendt, SSP deputy, neither of whom had been involved in the development of the project document. The appraisal meeting was convened on Thursday 15 November from 16:30-18:00 where the committee provided comments and proposals for revisions to the project document, which was subsequently revised accordingly. Below is the detailed appraisal report based on discussions that took place at the appraisal committee meeting.

Brief summary of the quality assurance meeting:

The quality assurance committee agreed that the project is relevant and expressed full support to the Danish contribution. The committee also generally agreed that the DED and supporting documents were well drafted and had only few textual comments, which have subsequently been incorporated in the DED to the satisfaction of the Head of Unit, Stephan Schonemann. Thus,

The design of the programme/project has been appraised by someone independent who has not been involved in the development of the programme/project.

Comments:

This is the case as the DED was appraised by the internal appraisal committee on Thursday 15 November and revised accordingly.

The recommendations of the appraisal has been reflected upon in the final design of the programme/project.

Comments:

This is the case as the DED was revised according to recommendations and comments made at the appraisal meeting.

- The programme/project complies with Danida policies and Aid Management Guidelines.

Comments:

It was highlighted that programming in more fragile contexts is a high Danish priority. Due to the fact that this project works within the hum-dev nexus and thus needs to be more agile to circumstances, the same requirements as for traditional development activities might not always be feasible. Considering this, the project are in line with relevant policies and guidelines.

- The programme/project addresses relevant challenges and provides adequate responses.

Comments:

No comments.

- Issues related to HRBA/Gender, ~~Green Growth and Environment~~ have been addressed sufficiently.

Comments:

It was expressed that the DED could focus further on gender. Specific language was provided to include in the DED, which has subsequently been done. It was informed that gender issues for 2018 are mainstreamed into the RMRP, however, without there being a specific gender indicator. IOM has reassured that for the 2019 targets, a gender indicator will be elaborated.

- The programme/project outcome(s) are found to be sustainable and is in line with the partner's development policies and strategies. Implementation modalities are well described and justified.

Comments:

No comments

- The results framework, indicators and monitoring framework of the programme/project provide an adequate basis for monitoring results and outcome.

Comments:

No comments.

- The programme/project is found sound budget-wise.

Comments:

No comments.

- The programme/project is found realistic in its time-schedule.

Comments:

No comments.

Key programme/project stakeholders have been identified, the choice of partner has been justified and criteria for selection have been documented.

Comments:

It was highlighted that a main reason for choice of partner was the unique mandate of the IOM. Furthermore, that a reference to the upcoming MOPAN review be included. This has subsequently been done.

The executing partner(s) is/are found to have the capacity to properly manage, implement and report on the funds for the programme/project and lines of management responsibility are clear.

Comments:

No comments.

Risks involved have been considered and risk management integrated in the programme/project document.

Comments:

Yes as a narrative in the body of the DED and a corresponding matrix in annex 3.

In conclusion, the programme/project can be recommended for approval: yes

Date and signature of Signe Lind: 16. 11. 18 

Date and signature of Stephan Schonemann: 16/11 2018 