



Co-funded by the European Union



Better Migration Management
Horn of Africa



Better Migration Management (BMM) Programme in Sudan

General context

Due to regional instability and its geographic location, Sudan has always been a major transit and destination country for people on the move using the main migration routes. Out of the country's estimated population of 43 million, some 1.38 million are migrants, refugees and asylum seekers (UN, 2020), the majority of whom are South Sudanese refugees. Most of those who transit through Sudan are Eritreans, Ethiopians and Somalis. Often out of necessity, many travel irregularly, meaning without a visa or valid documents. This makes them particularly vulnerable to becoming targets of human trafficking networks which exploit and sell them for purposes of profit. Men, women and children are trafficked from, within or to Sudan and need appropriate support and protection.

In 2016, the European Union and Germany established the Better Migration Management (BMM) programme to enable national authorities and institutions to facilitate safe, orderly and regular migration, building on earlier progress made by the Sudanese Government. In 2014, the Sudanese Parliament had passed the first law dealing specifically with human trafficking: the

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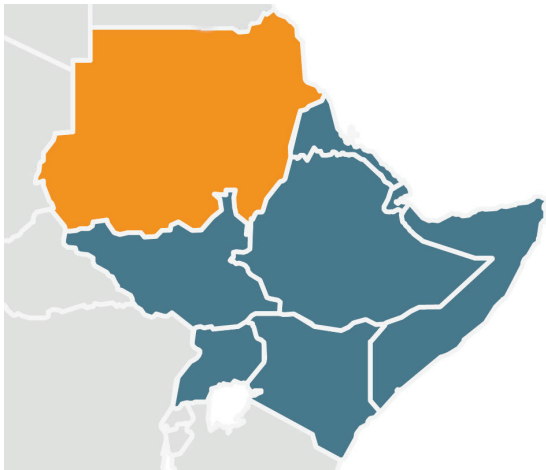


Project name	Better Migration Management Programme
Political Partner in Sudan	Ministry of Interior (Immigration Department)
Duration	April 2016 to September 2022
Implementing Partners in Sudan	British Council, CIVIPOL, Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH, International Organization for Migration (IOM), United Nations Office on Drugs and Crime (UNODC). Expertise France and the Italian Department of Public Security were also implementing partners in phase I. GIZ heads the implementing partnership.

Combating of Human Trafficking Act. As a consequence, more cases of human trafficking were investigated and prosecuted. In 2021, the US Department of State noted in its annual "Trafficking in Persons Report" that the Sudanese Government demonstrated

Implemented by





overall increasing efforts during the previous year; therefore, Sudan was upgraded to Tier 2. These achievements included increasing the number of investigations, prosecutions and arrests of traffickers, including complicit officials; expanding training for law enforcement and judicial officials; and the identification of more victims through law enforcement operations.

Also in 2018, Sudan acceded the Protocol against the Smuggling of Migrants by Land, Sea and Air, which supplements the United Nations Convention against Transnational Organized Crime. BMM supported the National Committee to Combat Trafficking (NCCT), which was established in 2014 to coordinate across ministries to counter human trafficking, and to address victims' needs more efficiently. Many migrants need help because of their irregular status, being exploited or abused, being dehydrated or not speaking the local language. Border officials, law enforcement officials and members of civil society organisations (CSOs) received training through the BMM programme to assist and respond to the special needs of these vulnerable migrants and refer them and victims of trafficking to appropriate services such as legal assistance, medical care or psychosocial support. However, the overall protective framework still needs to be improved to enable safe migration. Relevant policies and legislation need to be reformed, infrastructure improved and cross-border cooperation enhanced. In addition, effective referral systems need to be established to support and protect vulnerable migrants and victims of trafficking.

BMM's approach and activities

The overall objective of the programme is to enable national authorities and institutions to facilitate safe, orderly and regular migration and effectively address and reduce trafficking of human beings and smuggling of migrants within and from the Horn of Africa region by applying a human rights-based approach. Activities are implemented in three interconnected components: migration governance, effective institutions to address trafficking and smuggling, and

protection. In Sudan, BMM acts in close collaboration with the Ministry of Interior and the Ministry of Labour and Social Development. BMM focuses on the regions of Khartoum, El Gedaref, Kassala, Northern States and River Nile. Based on progress made in phase I, it focuses on consolidating a regional, holistic approach to migration management and on ensuring its sustainability beyond the duration of the programme. BMM's implementation partners are cooperating with other international initiatives such as EU-funded projects or UNICEF projects to build synergies and avoid duplications.

Since the political situation has changed in October 2021, all activities with state authorities and state actors have been postponed. The status of the implemented and planned measures in the following chapters corresponds to the status before October 2021. Activities with civil society organisations and vulnerable migrants are being implemented.

Migration governance

BMM continues to support the NCCT as the coordinating body of all measures related to countering human trafficking, including the protection of victims. This includes the strengthening of legal frameworks, capacities and assistance, as well as awareness-raising. The programme also supports the establishment of coordination bodies at local level to improve the management of migration in the federal states. The programme already established such committees in El Gedaref, River Nile and Northern States in phase I. A further committees is planned in Kassala. These bodies include representatives from all relevant departments (Social Development, Immigration, Child Welfare etc.), civil society organisations, and local communities to respond to all questions related to migration.

The programme supports the development of a National Labour Migration Policy in order to ensure safe and legal conditions for migrant workers. Furthermore, BMM promotes the adoption of a bilateral agreement between Sudan and Ethiopia on seasonal labour migration of Ethiopians to Sudan. An average of 60,000 Ethiopians work in the agriculture sector each year without a proper legal status.



Workshops and training strengthen the capacity of state officials and civil actors on migration management. ©GIZ/Mazin Al-Rasheed

Activities in this area were initiated in phase I of BMM, its implementation is ongoing. This will include the establishment of regular entry procedures, employment regulations and health insurance opportunities for Ethiopian migrants in Sudan.

BMM facilitates exchange between national committees in the region to more efficiently counter cross-border labour trafficking. The programme will also support further cross-border cooperation with Ethiopia with regard to the protection and referral of unaccompanied children and minors. They are sometimes left behind by their parents when they migrate or, in most cases, have migrated alone. Their vulnerability makes them easy targets of criminal networks and human traffickers. Children across the Horn of Africa are trafficked for labour, sexual exploitation, adoption and other purposes such as forced marriage. BMM supports Sudan in developing and implementing national legislation against the smuggling of migrants and trafficking in persons according to international standards and regional policies.

Effective institutions to address trafficking and smuggling

BMM improves cross-border cooperation as well as cooperation between national law enforcement agencies on trafficking and smuggling cases through training and the provision of equipment for evidence collection such as forensic and crime scene investigation tools. Specialised training and the development of curricula for the Judicial and Legal Science Institute and the Police Training Authority aim to enhance the quality and effectiveness of investigations and prosecutions of cases of human trafficking and smuggling of migrants. These measures are being implemented in close collaboration with the Criminal Investigation Department, the Office of the Director of Public Prosecution, the bar association and the judiciary.

The programme increases the capacities of personnel from governmental and non-governmental institutions acting as first contacts for migrants, so they can



better identify victims of trafficking and vulnerable migrants and refer them to protection and assistance services such as shelters, medical care and counselling. Training will be offered on Amharic and Tigrinya language skills, identification of and assistance for migrants, and first aid in Kassala, El Gedaref, River Nile State, Northern State and Khartoum.

Also, officials from Sudanese border authorities and immigration services receive training on integrated border management to facilitate safe and legal migration. This aims to increase the cooperation of all involved authorities, such as immigration, customs and police, with border, immigration and police authorities of neighbouring countries to facilitate the trade of goods and movement of people within the country, but also across its borders. For example, the programme promotes cross-border cooperation between Sudan and South Sudan to improve the management of legal migration. Joint trainings for cross-border coordination committees will be provided to improve humanitarian migration management and address challenges such as human trafficking in the border region. In addition, BMM is improving the existing visa system at Khartoum International Airport for easier entry and exit processes.

With regard to the regional and human rights-based approach, BMM facilitates the participation of Sudanese representatives of the National Human Rights Committee in a regional platform for national human rights organisations and other relevant government agencies from the Horn of Africa to promote their cooperation in order to strengthen human rights.

Protection

BMM improves assistance for and the protection of victims of trafficking and vulnerable migrants in Sudan. It especially aims to strengthen state and non-state service providers caring for vulnerable migrants and victims of trafficking, especially civil

society organisations (CSOs) such as the Sudanese Network for Safe Migration and Combating Human Trafficking, a coalition of 19 CSOs from the River Nile, Northern States, El Gedaref, Kassala and Khartoum. The programme also facilitates the participation of Sudanese CSOs in the Regional CSO Network to Promote Safe and Fair Migration with around 60 CSOs from the partner countries to strengthen cooperation and exchange. Furthermore, the programme increases access to information on safe migration and shelters and services for migrants.

Services such as shelters, medical care, vocational training for victims of trafficking and vulnerable migrants are being improved through the provision of financial assistance, training and organisational development. In phase I, the programme mapped and vetted essential services for victims of trafficking and vulnerable migrants of more than 40 providers across Sudan, for instance in the area of health care, legal assistance and psychosocial support. This information will result in an online platform which victims of trafficking, migrants and potential migrants as well as service providers can use to find appropriate services.

BMM focuses on assistance measures for domestic workers in Khartoum and seasonal labourers in El Gedaref. Many of these migrants are staying irregularly in Sudan, which makes them vulnerable to becoming victims of labour and sexual exploitation. In cooperation with the Sudanese Organization for Research and Development, the Ethiopia Community Association and the Ministry of Labour and Ministry of Social Development, BMM facilitates dialogues with communities, state and non-state representatives and awareness-raising campaigns to address the needs of vulnerable migrants and victims of trafficking.

BMM advises the state-based committees on migration management to establish effective migrant referral systems in El Gedaref, Kassala, River Nile and Northern States to refer migrants to services according to their needs such as medical care, psychosocial support, legal assistance and translation.

BMM also aims to support sustainable solutions for vulnerable migrants and Sudanese returnees. This

Results of BMM (April 2016 – September 2021)



3,144 representatives of state departments supported in improving the coordinated management of migration and strengthening national migration policies, legislation and cross-border cooperation.



89 capacity building measures for **1,785** state and non-state actors implemented in the fields of investigation and prosecution of human trafficking, integrated border management, and referral of migrants to services.



654,000 individuals potentially reached through public awareness-raising activities on human trafficking and migrant rights.



524 vulnerable migrants directly assisted through accommodation, basic services, medical support (phase I only).

includes the promotion of sustainable livelihood options and – together with relevant private, public and civil society actors – the development of opportunities such as access to vocational training and jobs.

Modalities of implementation

Given the complex and country-specific situation, the programme is implemented with a high degree of conflict sensitivity, and special attention is paid to excluding the use of equipment for security or military matters in every procurement. International human rights law and standards are observed at all times. The in-country BMM staff closely monitors the implementation of activities. In particular, BMM also monitors the beneficiaries of each capacity development measure to ensure that only law enforcement, immigration and customs officials are supported.

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