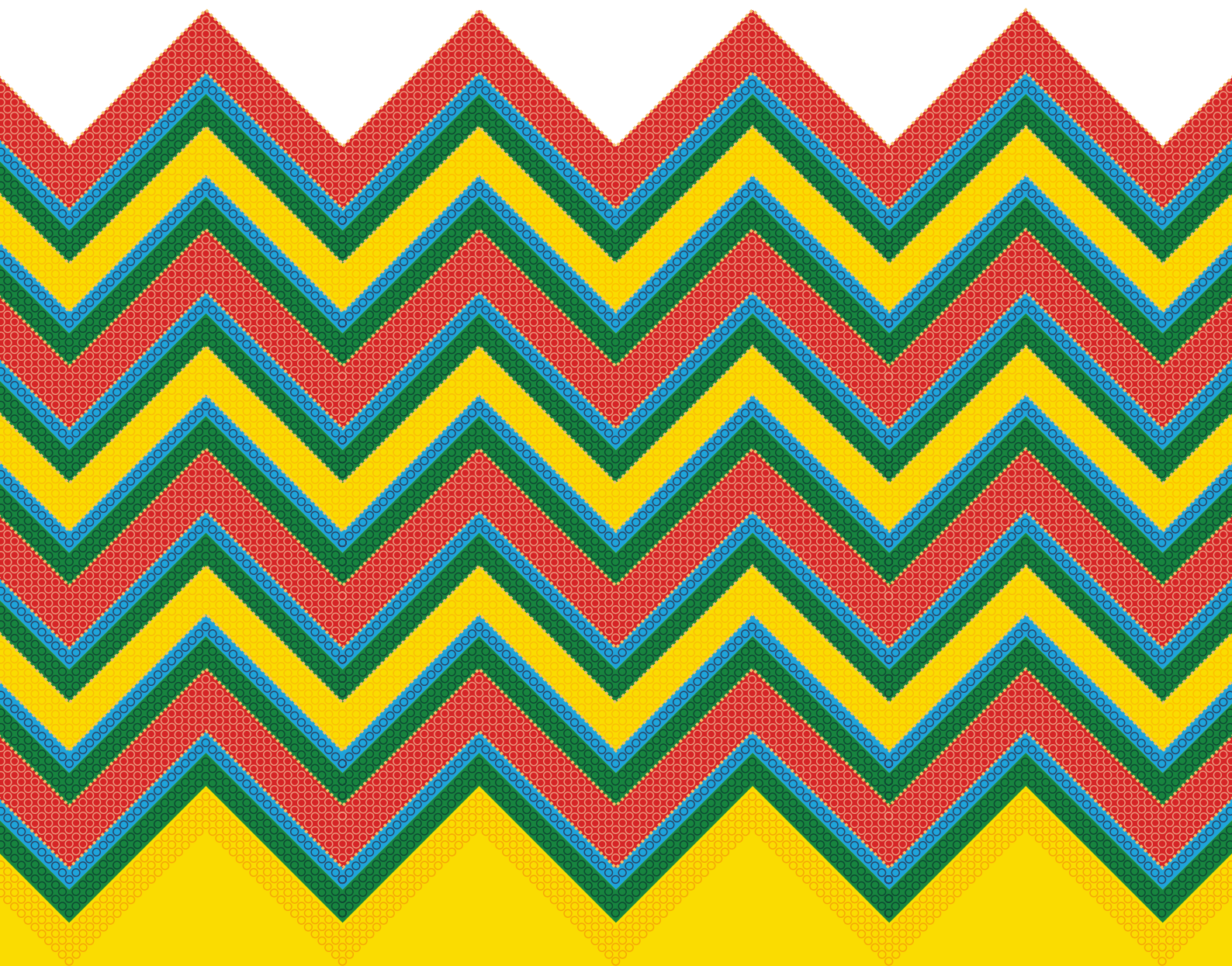


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MAPPING OF STAKEHOLDERS AND COORDINATION MECHANISMS ON MIGRATION IN ETHIOPIA

Highlights



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December 2018

Tewabe Yilak

This publication was produced at the request of the
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Foreword

International migration and related challenges will continue to rise in volume and complexity due to globalization, supply and demand of the labour market as well as other factors. According to UNDESA, in 2017 there were an estimated 277 million migrants globally¹, of which 164 million are migrant workers². Together with their families they represent over half (58%) of the people living outside their country of origin. Migration is certainly a complex phenomenon and not a recent one; on the contrary, it has been part of the human history since its very beginning. Migration has played a pivotal role throughout the years in shaping the world as we know it today. Similarly, Ethiopia is currently one of the major labour-sending countries, the second largest refugee hosting country in Africa and a country with an increasing internal migration. The Ministry of Foreign Affairs (MoFA) estimates that around two million Ethiopian migrants live abroad, these figure are estimated to be much higher due to the growing evidence of outward migration and irregular migration. Ethiopia as a country of transit and destination, hosts close to 905,831 registered refugees as of August 31, 2018 (UNHCR 2018)³. Ethiopia in the recent past has also faced increased internal migration, as a result of internal displacements and rural-urban migration. The 2019 humanitarian needs overview report has recorded that there are 3.19 millions IDPs and IDP returnees with need of assistance in Ethiopia caused by climatic and conflict factors (UNOCHA, 2019)⁴.

With this globally evolving concern, a number of governmental, non-governmental, United Nations agencies, international organization, civil society and faith-based organization in Ethiopia have placed due attention to the issue and are engaged in migration related works. Moreover, different coordination mechanisms have been established to facilitate the horizontal and vertical engagements as well as focusing on specific target groups. However, who does what and how efficient is the coordination mechanism are unknown, which has resulted in duplication of effort, fragmentation of resources and use of different approaches and methodologies. To this end, the ILO in partnership with the National Anti-Trafficking taskforce agreed to undertake this assessment “*Mapping of stakeholders working on migration and coordination in Ethiopia – Highlight*”, accompanied by two other reports on stakeholders working on migration and coordination mechanism at federal and regional level.

This Highlight provides an overview of existing stakeholders at federal as well as regional and city administration level along with the available coordination mechanisms, including the effectiveness and efficiency of these mechanisms. It also specify the inadequacy of interventions vis a vis the magnitude of the problems. According to the assessment, the different formal and informal coordination fora established with regards to migration remained weak and less suitable with limited vertical and horizontal engagement among relevant stakeholders. The Anti-Trafficking and Smuggling taskforce established at different administrative levels has been recognized as the major mechanisms in place for coordination, however this excludes refugees and IDPs work. The assessment further offers strategic recommendations such as the design and implementation of

1 United Nations, Department of Economic and Social Affairs, Population Division (2017). International Migration Report 2017

2 ILO Global estimates of migrant workers: results and methodology. 2nd ed. International Labour Office - Geneva: ILO, 2017

3 <https://data2.unhcr.org/en/country/eth>

4 Humanitarian Needs Overview Ethiopia, 2019, UNOCHA

https://reliefweb.int/sites/reliefweb.int/files/resources/ethiopia_humanitarian_needs_overview_2019.pdf

systems that ensures accountability of stakeholders; explore the possibility of establishing a single government body that manages and coordinates migration issues; and revisiting the naming of the Anti-Trafficking and Smuggling taskforce to encompass other aspects of migration.

It is our hope that the recommendations and best practices showcased in this assessment will be considered and replicated by the government of Ethiopia and other stakeholders to better manage migration. We would like to extend our gratitude to the European Union who is funding the ILO project “*Support to the reintegration of returnees in Ethiopia*” under which this mapping was undertaken and report produced and the ILO and the National Anti-Trafficking and Smuggling Secretariat for technical support that made this assessment possible. Finally, our sincere gratitude goes to all government as well as non-governmental stakeholders for their technical inputs throughout the process of conducting the mapping.

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Acronyms and Abbreviations

AA	Addis Ababa
ACF	Action Contre la Faim
AHA	Africa Humanitarian Action
ANE	Action for the Needy in Ethiopia
ARDO	Agricultural and Rural Development Office
ARRA	Administration for Refugee and Returnee Affairs
ASDAPO	Action for Social Development and Environmental Protection Organization
AU	Africa Union
AVR	Assisted Voluntary Return
BoFED	Bureau of Finance and Economic Development
BoLSA	Bureau of Labour and Social Affairs
BPRM	United States Government Bureau of Population, Refugees and Migration
BSRP	Building self-reliance programme/project
CCRDA	Consortium of Christian Relief and Development Association
CETU	Confederation of Ethiopian Trade Unions
CRS	Catholic Relief Services
CSO	Charities and Societies Organizations
CVT	Centre for Victims of Trauma
DCA	Dan Church Aid
DEC	Development Expertise Centre
DfID	Department for International Development
DICAC	Ethiopian Orthodox Church Development and Interchurch Aid Commission Refugee and Returnee Affairs Department
DRC	Danish Refugee Council
E.C	Ethiopian Calendar
ECHO	European Commission Humanitarian Aid
EECMY	Ethiopian Evangelical Church – Mekaneyesus Development and Social service Commission
EHF	Ethiopia Humanitarian Aid
EOTC	Ethiopian Orthodox Tewahido Church
EPRDF	Ethiopian People’s Revolutionary Democratic Front

EU	European Union
GAIA	GAIA Association
GOAL	GOAL
GRRRA	Gambella Rural Road Authority
HoA	Horn of Africa
IGAD	Intergovernmental Authority on Development
IHS	Innovative Humanitarian Solutions
ILO	International Labour Organization
IMC	International Medical Corps
IOM	International Organization for Migration
IPs	Implementing Partners
IRC	International Rescue Committee
JRS	Jesuit Refugee Service
LWF	Lutheran World Federation
MCDO	Mother and Child Development Organization
MCMDO	Mothers And children Multisectoral Development Organization
MoE	Ministry of Education
MoFA	Ministry of Foreign Affairs
MoFPDA	Ministry of Federal and Pastoralist Development Affairs
MoFEC	Ministry of Finance and Economic Cooperation
MoH	Ministry of Health
MoLSA	Ministry of Labour and Social Affairs
MoU	Memorandum of Understanding
MSEDA	Micro and Small Enterprise Development Agency
MSF-H	Médecins Sans Frontières (Holland)
NFI	Non-Food Items
NGO	Non-Governmental Organization
NRC	Norwegian Refugee Council
NRDEP	Natural Resources Development and Environmental Protection
OICE	Opportunities Industrialization Centres Ethiopia
Ops	Operation Partners
OSD	Organization for Sustainable Development

OXFAM	Oxfam GB
PAPDA	Partnership for Pastoralists Development Association
PIE	Plan International Ethiopia
PRM	Population, Refugees and Migration
PRS	Partner for Refugee Service
PWO	Pastoralist Welfare Organization
RaDO	Rehabilitation and Development Organization
RED	Regional Education Bureau
REH	Regional Health Bureau
SCI	Save The Children International
SEE	Save The Environment Ethiopia
SIDA	Swedish International Development Cooperation Agency
SINCE	Stemming Irregular Migration in Northern and Central Ethiopia Programme
SNNPR	Southern Nations and Nationalities and Peoples Region
TiP	Trafficking in Persons
ToR	Terms of Reference
TPLF	Tigray People Liberation Front
TVET	Technical and Vocational Training and Education
TWG	Technical Working Group
UN	United Nations
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNWFP	United Nations World Food Programme
UNFPA	United Nations Population Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNODC	United Nations Office for Drugs and Crime
UNIDO	United Nations Industrial Development Organization
VoT	Victims of Trafficking
WHO	World Health Organization
WVI	World Vision
WOFED	Woreda Office for Finance and Economic Development
WOLSA	Woreda Labour and Social Affairs

Executive Summary

Several governmental and non-governmental organization are currently engaged in prevention of human trafficking and smuggling of migrants, provision of protection and support to victims of trafficking and smuggling, and returnees at national, regional, zonal and woreda levels. However, adequate data is also lacking about who does what in migration and reintegration of returnees. In addition, there is limited coordination and collaboration among these stakeholders. The study was conducted against this background with the aim of mapping stakeholders working on migration at federal, regional, zonal and woreda levels in Ethiopia. The study was conducted at federal, regional/ city administration, zonal and woreda levels covering all the nine regional states and the two city administrations of Ethiopia. The mapping study is presented in two main reports: one federal level report and another regional and lower level mapping report. This report presents a highlight of the two main reports.

Findings and conclusions

The findings of the mapping study revealed that many governmental, intergovernmental, bilateral and non-governmental organizations work on migration in Ethiopia. However, the existing interventions are very inadequate vis-à-vis the magnitude of the problems and issues. Most interventions by non-governmental organizations focus on refugees. Organizations working on labour migration issues such as promoting legal migration routes are very limited. Few governmental organizations also have clear mandates on migration. In these cases, the legal framework is not adequately enforced and available services and support mechanisms for victims and returnees have also remained very weak.

The study found that different formal and informal coordination mechanisms have been established to coordinate stakeholders working on migration. Some are joint platforms of government, United Nations agencies and different non-governmental organizations while a few others are specific to government or United Nations agencies or non-governmental organizations. Among these, the anti-human trafficking and smuggling task force established at different administrative levels and the refugee coordination group are the major and notable ones. Most others are informal and/or ad hoc mechanisms that lack permanence.

The anti-human trafficking and smuggling task forces established at different administrative levels are the major mechanisms in place to coordinate stakeholders working on migration (excluding those working on refugees and Internally Displaced Persons (IDPs)). These task forces are established at federal level and in most regional states. At zonal and woreda levels, they were already established or were in the process of establishment at the time of the mapping study. However, these coordination mechanisms are in their infancy. Moreover, the existing coordination mechanisms are barely functional and are not very effective particularly at regional and lower administration levels. This is partly associated with the lack of human and financial resources needed for coordinating stakeholders. Many coordination platforms lack resources and capacity to adequately coordinate actors. Sustainability of coordination mechanisms is also questionable.

Activities of coordination mechanisms are not also institutionalized at member organizations. Many stakeholders working on migration lack ownership and commitment to the cause. This is evident from their dismal execution of planned or assigned activities and frequent absence from task force meetings. Lack of mechanisms that could hold actors accountable for their action or inaction has contributed to lack of commitment among stakeholders. The lack of a single government body to manage and coordinate migration issues was also consistently identified as a major factor contributing to weak and ineffective coordination among stakeholders. Given their current nomenclature and coordination, the anti-trafficking task forces have given unbalanced attention to different aspects of migration. They currently give due attention to law enforcement while other aspects such as labour migration, and victim and returnee assistance have received inadequate consideration.

Coordination mechanisms in place for refugee programmes are effective and relatively well-organized. The coordination mechanism that is in place for refugee programmes has worked very well in coordinating stakeholders' activities, promoting synergy and facilitating information exchange as well as monitoring activities. Available laws, policies and procedures are enforced. The fact that Ethiopia has a legal framework and central body that is fully responsible for managing refugee issues was considered a key strength of the platform.

There are no established and permanent coordination mechanisms for IDPs. Interventions and issues related to IDPs are mainly addressed either directly through collaboration with others or as crosscutting issues. There are, however, some ad hoc mechanisms such as the IDP task force at federal government level, chaired by the Deputy Prime Minister. There is also an advisory IDP Committee to the United Nations humanitarian country team that is chaired by the United Nations Human Coordinator. Durable solutions working groups composed of government, United Nations agencies and other actors have also been established or are in the process of being established at national and regional levels. In addition, issues related to IDPs are addressed at the United Nations cluster meetings established in different sectors to coordinate humanitarian activities. The lack of a clear regulatory and policy framework that gives mandates to a specific government body was largely blamed for the lack of formal coordination mechanism for IDPs.

To sum up, coordination mechanisms have remained weak and less sustainable. As a result, stakeholders are not working in a coordinated manner. Many stakeholders still work independently with limited collaboration with other actors. Vertical coordination between the federal and regional anti-human trafficking and smuggling coordination platforms is also very limited in scope and frequency. The relationship between regional and federal anti-human trafficking task forces is mainly based on reporting. The major mechanism for vertical coordination between them is the semi-annual bottom-up progress report sharing meeting, and joint annual meetings in which federal and regional task force/council members get together, hear reports and plan for next steps. The existing level of coordination is not well structured and defined. Although vertical coordination between regional and zonal as well as zonal and woreda level anti-trafficking task forces seem to vary among regions, it remains very weak. The same is also true for horizontal coordination. Opportunities or platforms that bring the task forces at each level (regional, zonal or woreda) together to share their experiences and coordinate their engagements are very minimal.

Recommendations

- i.** Ensure that charitable non-governmental organizations (NGOs) are adequately represented with clear roles in the anti-trafficking coordination mechanisms at all levels.
- ii.** Ensure that clear strategic and policy direction is in place to manage and support victims and returnees.
- iii.** Strengthen the capacity of federal level anti-human trafficking and smuggling task forces in terms of human and financial resources as well as operating systems and procedures. Capacitate the federal task force Secretariat to enable it to provide necessary technical and other capacity-building support to regional task forces, which in turn should do the same for lower level platforms.
- iv.** Implement mechanisms that ensure that regional and lower level anti-human trafficking task forces are established and functioning. Technical as well as financial support is also needed to enable regional and lower level task forces establish a Secretariat and run their day to day activities.
- v.** Design and implement systems and other necessary mechanisms to make stakeholders participating in coordination mechanisms accountable and ensure that they give attention to migration issues.
- vi.** Undertake in-depth studies to explore the viability of establishing a single government body that manages and coordinates migration issues under one roof to ensure that all aspects of migration are covered by an identified mandated government body and facilitate coordination among stakeholders.
- vii.** Revisit the names of the anti-trafficking task forces in ways that represent their actual duties through legislation and other measures or explore the possibility of establishing separate task forces for the different migration aspects such as labour migration, prevention of irregular migration, returnee reintegration, law enforcement and others.
- viii.** Ensure that mandated federal organs have as much local presence as possible to enforce Proclamation No. 909/2015 or delegate authority to local authorities.
- ix.** Strengthen vertical coordination between federal and regional task forces, expand the scope of their coordination, and ensure that two-way communication mechanisms are in place.
- x.** Facilitate collaboration and coordination among regions and set up central funds for dealing with costs associated with returning victims of illegal migration to their respective regions.
- xi.** Establish incentives at both personal and institutional levels within each organization participating in coordination mechanisms to encourage greater commitment to collaborative outcomes.



1 Background

1.1. Introduction

Several governmental, non-governmental, United Nations agencies, international organization, civil society and faith-based organization are currently engaged in prevention of human trafficking and smuggling of migrants, provision of protection and support to victims of trafficking and smuggling, and returnees at national, regional, zonal and woreda levels. However, there is still limited coordination and collaboration among these stakeholders, which also results in duplication of efforts (both in activities and target areas/ groups), fragmentation of resources and use of different approaches and methodologies. Adequate data is also lacking about who does what in migration and reintegration of returnees. Considering this, the ILO, upon the request of the National Anti-Human Trafficking and Smuggling Task Force Secretariat at the Federal Attorney General Office, contracted an individual consultant with the aim of mapping stakeholders working in the area of migration governance in the country as well as their objectives and initiatives.

The objective of the study was to conduct mapping of all migration including reintegration of returnees' initiatives in the country at federal, regional, zonal and woreda levels in Ethiopia, to improve coordination and collaboration among stakeholders. The specific tasks undertaken to achieve the objectives of the consultancy work included the following:

- i.** Identify government, international, non-governmental, intergovernmental, faith based and civil society organizations working on migration along with their objectives, interventions, budgets and geographic areas of operation/intervention at federal, regional, zonal and woreda levels;
- ii.** Identify and list existing coordination mechanisms among stakeholders at national, regional, zonal and woreda levels;
- iii.** Identify challenges, opportunities and success stories on coordination and collaboration among stakeholders;
- iv.** Assess the efficiency and effectiveness of existing coordination platforms, and
- v.** Provide strategic recommendations on how to improve coordination and collaboration among stakeholders working on migration in the country or with migration policies affecting the country.

This report presents a summary/highlights of the federal, and regional and lower level mapping reports covering important findings at each level for stakeholders that may not have the time to go through the main reports. The highlight/summary report is organized in three parts. The first part introduces the study, provides some context on legal and institutional framework on migration and its governance in Ethiopia, and describes the study methodology briefly. Findings of the mapping study at federal and regional and lower levels are presented in the second part. The second part is further divided into two major subsections. The first subsection presents the findings of the mapping study at federal level covering stakeholders and their mandates as well as their active programmes/projects, and available coordination mechanisms. The findings of the regional and lower level mapping study are presented in the second-subsection. This subsection maps stakeholders working on migration along with available coordination mechanism for each regional state/city administration separately. The final and third part of this summary report presents conclusions and recommendations.

1.2. Country Context

1.2.1. Overview

Migration, as defined by the International Organization for Migration (IOM), is the movement of a person or a group of persons across an international border or within a State. It is a population movement, encompassing any kind of movement of people, whatever its length, composition and causes; it includes migration of refugees, displaced persons, economic migrants, and persons moving for other purposes, including family reunification⁵. Migration could also be regular where it occurs through recognized legal channels, or irregular where movement takes place outside the regulatory norms of the sending, transit and receiving countries. Migration can also be voluntary or forced.

In the past few decades the movement of people across borders has increased significantly. According to the IOM, more and more people are on the move today than at any other point in human history. The United Nations Department of Economic and Social Affairs (UNDESA) estimated that, in 2017, there were an estimated 258 million international migrants globally (3.4 per cent of the world's population). In 2017, women comprised slightly less than half of all international migrants (48 per cent) and the median age of international migrants worldwide was 39 years. International migrants living in Africa were the youngest, with a median age of 30.9 in 2017. Most international migrants in 2017 (around 74 per cent) were of working age (20 to 64 years of age), and about 14 per cent of all migrants worldwide were under the age of 20. More than 60 per cent of all international migrants worldwide live in Asia or Europe. In 2017, 80 million international migrants were residing in Asia, compared to 78 million in Europe. Northern America hosted the third largest number of international migrants (58 million), followed by Africa (25 million), Latin America and the Caribbean (10 million), and Oceania (8 million)⁶. Of the world's 258 million international migrants, over 150 million are migrant workers (66.6 million being women migrant workers)⁷.

5 International organization for Migration (IOM)). Glossary on Migration, International Migration Law Series No. 25, 2011. Available at: <https://www.iom.int/key-migration-terms>

6 United Nations, Department of Economic and Social Affairs, Population Division (2017). International Migration Report 2017: Highlights (ST/ESA/SER.A/404).

7 International Labour Organization. 2017. Promote Effective Labour Migration Governance in Ethiopia: Programme Achievements.

Ethiopia is one of the major labour-sending countries and the second largest refugee hosting country in Africa. Although exact figures are not known, the Ministry of Foreign Affairs (MoFA) estimates that some two million Ethiopian migrants live abroad, with large numbers reported in the Middle East (Saudi Arabia and Yemen), the US, Canada and Europe as well as in neighbouring Sudan and Kenya and in other African countries such as South Africa and Botswana (Frouws, 2015)⁸. However, the numbers are estimated to be higher since there is growing evidence that outward migration has increased significantly in recent years, and because of irregular migration. Ethiopia is also a leading country of transit and destination; it is the second largest refugee hosting country in Africa next to Uganda and the fifth largest host country globally (as of 28 April 2018). The country hosts close to 905,831 registered refugees as of August 31, 2018 (UNHCR 2018⁹). Ethiopia also has internal migration mainly due to internal displacements and rural-urban migration. By February 2018, 1,737,752 persons had been displaced by climatic and conflict factors (IOM, 2017)¹⁰.

According to ILO, several pull and push factors determine outward and inward migration in Ethiopia. Despite the rapid economic growth, growth has not been accompanied by a considerable reduction in poverty and job creation, particularly for the young. As a result, most migration from Ethiopia is driven by lack of employment opportunities (Carter and Rohwerder, 2016). The lack of strong labour migration governance is also believed to have played some role in the growing irregular migration. While the Government of Ethiopia has decentralized some aspects of the labour migration application process, some components such as issuance and renewal of licences to overseas employment agencies, and contract approval remain centralized in Addis Ababa. Before such decentralizations, some prospective migrants did not have the means to travel to the capital and go through the cumbersome application process. Instead, they used to opt for irregular channels which are easily available in regions with high numbers of migrants. Some estimates showed that around 60 to 70 per cent of Ethiopians migrating to the Middle East are irregular migrants¹¹. Countries such as Saudi Arabia have started deporting irregular Ethiopian migrants as part of the “Saudization” of the Kingdom of Saudi Arabia (KSA) labour market, aimed at creating job opportunities for young unemployed Saudis and regularization of the labour market. Between November 2013 and March 2014, more than 163,018 Ethiopian migrants were forcibly repatriated¹². Following the KSA government declaration in March 2017 and end of the final amnesty period in November 2017, by which time all irregular migrants in KSA should have voluntarily left the country, around 190,000 Ethiopians are estimated to have returned. IOM has so far registered and profiled 156,104 returnees (78 per cent of whom were deportees or involuntary returnees while the rest are voluntary returnees), as stated in its Post-Arrival Emergency Assistance Weekly Update dated August 22, 2018¹³. IOM estimates that the number of returnees might be as high as 190,000. Close to 74 per cent of the returnees profiled by IOM are males. The overwhelming majority of returnees (78 per cent) were deported for irregular entry into Saudi territory.

8 Frouws, B. (2015). A Certain Catalyst: an overview of the (mixed) migration and development debate with special focus on the Horn of Africa region. Nairobi: Regional Mixed Migration Secretariat (RMMS). http://regionalmms.org/fileadmin/content/rmms_publications/A_Certain_Catalyst_S9_Nov_2015.pdf

9 <https://data2.unhcr.org/en/country/eth>

10 <https://www.humanitarianresponse.info/en/operations/ethiopia/document/ethiopia-conflict-displacement-situation-report-no-3>

11 Carter, B. and Rohwerder, B. (2016). Rapid fragility and migration assessment for Ethiopia (Rapid Literature Review). Birmingham, UK: GSDRC, University of Birmingham.

12 International Labour Organization (ILO). Support to the reintegration of returnees in Ethiopia Project Document. 2015

13 IOM. Post Arrival Emergency Assistance Weekly Update 62 dated 12th July 2018. 2018

While most of these returnees had lived in KSA for several years, they came back empty-handed due to using most of their earnings for consumption and remittances. The socioeconomic situation of the returnees seems to have worsened post-return compared to pre-migration (ILO, 2015). Many returnees have also had severe medical conditions, such as physical and psychological trauma, psychiatric illness due to gender-based violence/suspected rape and respiratory illnesses, including pneumonia.¹⁴ While the commendable coordination efforts between all partners and relevant stakeholders in the post-arrival emergency assistance allowed a timely response to the influx of migrants returning from the Kingdom of Saudi Arabia (ILO, 2014), reintegration of returnees has remained a challenge. As the scale of returns has been unprecedented, the Ethiopian government and society at large lacked the capacity to deal with the large number of returning people requiring financial assistance, housing, employment, and health (including mental health) services (de Regt and Tafesse 2015).

Against this background, the Government has been adopting some measures. Since 2008, the Ministry of Labour and Social Affairs (MoLSA) has been providing compulsory pre-departure orientation training for economic migrants. In recent years, the Government has also opened new embassies and consulates in popular destination countries for labour migrants, and while it has plans to deploy labour attachés to them, to date it has not done so. Ethiopia has signed bilateral agreements with Qatar, KSA, Jordan and Kuwait in order to formalize the employment relationship and protect Ethiopian migrants and negotiation with other receiving countries such as U.A.E and Lebanon are under way.

1.2.2. Legal Framework

The legal framework protecting migrants in Ethiopia comprises international and regional conventions that are ratified by Ethiopia, and domestic laws. Ethiopia has ratified and transposed into national law many international instruments that have direct and indirect importance with regard to the protection of migrant workers. These International Conventions protecting the rights of migrants include: 1) International Covenant on Economic, Social and Cultural Rights, 1996; 2) International Covenant on Civil and Political Rights, 1966; 3) Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, 1949; 4) Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW), 1979; the United Nations Convention against Corruption (UNCAC); the United Nations Convention against Transnational Organized Crime (UNTOC) and its two related Protocols: (i) Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Trafficking in Persons Protocol), and (ii) Protocol against the Smuggling of Migrants by Land, Sea and Air¹⁵ (Smuggling of Migrants Protocol). Out of the 21 ILO conventions Ethiopia has ratified, the ones relevant to the protection of migrant workers are: 1) The Private Employment Agencies Convention (No. 181), 1997; 2) The Abolition of Forced Labour Convention, 1957 (No. 105); 3) The Discrimination (Employment and Occupation) Convention, 1958 (No. 111); 4) ILO Convention No. 29 concerning Forced or Compulsory Labour (1930); the 2014 Protocol to the Forced Labour Convention that has the effect of strengthening protections for victims of forced labour and human trafficking, and Convention No. 182 concerning the Worst Forms of Child Labour (1999).

Other relevant international instruments include: Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (COMMITTEE AGAINST TORTURE); Convention on

¹⁴ IOM (2013): Migrant IOM Special Liaison Office, Addis Ababa Newsletter Volume 5 Issue 2. December 2013

¹⁵ Ethiopia ratified the UNTOC in 23 July 2007, and acceded to the Trafficking in Persons and Smuggling of Migrants Protocols on 22 June 2012.

the Rights of the Child (CONVENTION ON THE RIGHTS OF THE CHILD) and its two related protocols: (i) the Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict (OPAC), and (ii) the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography; International Convention on the Elimination of All Forms of Racial Discrimination (1966); Convention on the Rights of Persons with Disabilities (1966); Slavery Convention of 1926 and amended by the Protocol of 1953; Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others (1950); Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956).

There are also regional instruments protecting migrants. These include: the African Human and Peoples Rights Charter and Protocol on the Rights of Women in Africa; African Charter on the Rights and Welfare of the Child, 1990; African Union Horn of Africa Initiative against human trafficking and smuggling of migrants (AU-HoAI), 2014; the Migration Policy Framework for Africa; The African Common Position on Migration and Development; and the Ouagadougou Action Plan to Combat Trafficking in Human Beings, especially women and children.

Domestically, freedom of movement is guaranteed under Article 32 of the Constitution. Accordingly, any Ethiopian or foreign national lawfully in Ethiopia can move, choose his/her place of residence within national territory, and can leave the country at any time he/she wishes. Ethiopia has also enacted domestic laws to protect migrants and prevent irregular migration. One of such laws is the recently enacted Overseas Employment Proclamation No. 923/2016¹⁶. Proclamation 923/2016, in addition to identifying three types of recruitment for overseas employment (public employment organs, agencies, and direct employment), contains important provisions for more effectively managing the labour migration process and ensuring the protection of Ethiopian migrants working overseas. Ethiopia has also promulgated a proclamation to “Provide for the Prevention and Suppression of Trafficking in persons and Smuggling of Migrants” (No. 909/2015) (which is currently under revision). The Proclamation aims to introduce a preventive strategy to alleviate problems related to human trafficking and smuggling of migrants, and provide appropriate protection, support and rehabilitation to the victims. Proclamation 909/2015 has provided for establishment of a fund to prevent, control and rehabilitate victims of trafficking in human beings and smuggling (Art. 32). It has also established a national committee led by Ethiopia’s Deputy Prime Minister and a task force to coordinate anti-trafficking activities.

Ethiopia has also refugee-specific legal instruments. Ethiopia is a signatory to the 1951 Convention relating to the Status of Refugees and its Protocol. Regionally, it is also a party to the 1969 Convention Governing the Specific Aspects of Refugee Problems in Africa (African Refugee Convention). In 2004, a national Refugee Proclamation No. 409/2004 (which is currently under revision) was enacted based on the international and regional refugee conventions to which Ethiopia is a party.

1.3. Approach and Methodology

The mapping study was conducted in a consultative and participatory manner involving relevant stakeholders at different levels. The study was conducted at federal, regional/city administration, zonal and woreda levels. The study covered all regional states and the two city administrations

¹⁶ International Labour Organization. 2017. The Ethiopian Overseas Employment Proclamation No. 923/2016: A Comprehensive Analysis

of Ethiopia. However, zonal and woreda level consultations were conducted in the four bigger regions (Oromia, Amhara, SNNPR and Tigray) and the Addis Ababa city administration. In these selected regions, consultation was conducted at lower level administrative structures owing to their high outward migrations and returnees. In the other regional states (Gambella, Benishangul Gumuz, Harari, Afar, Ethio-Somali and Dire Dawa City Administration), the consultation remained at regional/city administration level.

Selection of zones and woredas for consultation in the four bigger regions and Addis Ababa was undertaken in consultation with the respective regional Bureaux of Labour and Social Affairs (BoLSA) officials. Two sample zones/sub/cities and one woreda from each sample zonal/subcity administration were selected for consultation from each of the four regions and Addis Ababa City Administration. The level of outward migration, returnees and available time and resources were the criteria considered in selecting the sample zones and woredas for the study. The following were visited in these regions: Raya Azebo Woreda and Wukro city administration from Tigray region; Kobo Woreda (North Wollo Zone) and Kalu Woreda (South Wollo Zone) from Amhara Region; Butajira City Administration (Gurage Zone) and Silte Woreda (Silte Zone) from SNNPR; Gomma Woreda (Jimma Zone) and Gedeb Assasa Woreda (West Arsi Zone) from Oromia Region; and Woreda 7 (Addis Ketema Subcity) and Woreda 13 (Bole Subcity) from Addis Ababa.

Different governmental, intergovernmental, religious and non-governmental organizations were consulted at different levels. The consultant consulted 237 stakeholders from various governmental, intergovernmental and non-governmental organizations. Most of these stakeholders were consulted through face-to-face interviews, while a few others participated by completing a survey. Data was also gathered through online and paper-based survey. The list of stakeholders consulted for the mapping study is presented in Annex 1.

Much of the data that was gathered for the mapping study was qualitative. Hence, qualitative content analysis methodology was utilized to analyse the data through systematic mapping of concepts, creating themes, finding associations between concepts and seeking explanations from the data.

The study has some limitations that are worth mentioning. The study could have been more comprehensive if all stakeholders contacted for consultation had responded and participated in it. The consultant tried to make up for it by gathering some basic information from websites of some stakeholders. The other limitation of the study relates to the country's security situation. Given that Ethiopia was under a State of Emergency (SoE) during the data-collection process, some government officials particularly at lower administrative levels were unwilling to provide information, fearing that doing so would violate some provisions of the SoE. Poor documentation systems and lack of documented information, particularly in government offices, was also another challenge when gathering information on mandates, plans and performance reports on migration and learning about existing institutional arrangements for coordination. In some regions, the consultant was not able to verify whether the coordination mechanisms were established and/or functional due to lack of documented memorandums of understanding, minutes and progress reports.

Migration issues are complex and require the involvement of several government bodies to cover challenges related to labour migration, emergencies, forced migration, displacement, migration and development, trafficking in persons and human smuggling, immigration and border management, forced and voluntary returns and reintegration of returnees and victims of human trafficking and

2 Mapping of stakeholders and coordination mechanisms at federal level

smuggling. In this section, stakeholders and coordination mechanisms at federal, regional/city administration as well as local administration levels are identified and discussed.

2.1. Mapping of Key Stakeholders Working on Migration and Coordination Mechanisms at Federal Level

2.1.1. Key Stakeholders at Federal Level

2.1.1.1. Government Bodies

Most federal government bodies hold mandates related to aspects of migration management. These include the House of Federation, House of Peoples' Representatives, Prime Minister's Office, Office of the Attorney General, Ministry of Labour and Social Affairs, Ministry of Women and Children Affairs, Ministry of Youth and Sports, Ministry of Foreign Affairs, National Intelligence and Security Service, Main Department for Immigration and Nationality Affairs, Federal Police Commission, National Disaster Risk Management Commission (NDRMC), Administration for Refuge and Returnees Affairs (ARRA), Federal Urban Job Creation and Food Security Agency, Federal Government Communications Office, Ministry of Education/Federal TVET Agency, Ministry of Culture and Tourism, Ethiopian News Agency, Ministry of Civil Service and Human Resource Development, Ethiopian Press Enterprise, Ministry of Federal and Pastoralist Development Affairs, Ministry of Health, the Judiciary, National Bank of Ethiopia, Financial Intelligence Centre, Ministry of Industry, Ethiopian Investment Commission, the Federal Cooperatives Agency, Ministry of Agriculture and others.

The overall mandate of Ethiopian Ministries and other executive organs at federal level is set out in Proclamation 916/2015, on the Definitions of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia. This proclamation has, however, been replaced or amended in October 2018 that has reduced the number of Ministries to 20. The proclamation to "Provide for the Prevention and Suppression of Trafficking in persons and Smuggling of Migrants" (No. 909/2015) and the Overseas Employment Proclamation No. 923/2016 have also given additional specific responsibilities to some line Ministries and committees. For the purposes of this mapping study, the focus is on key institutions in the domain of labour migration management,



refugees and IDPs. We will, therefore, exclude international partners. The mandates, programmes and other activities of some of the key federal government bodies are presented in the table on the following page.

■ **Table 1: Key Federal Government Bodies and their Mandates/ Roles on Migration**

Name of Government Body	Mandates	Programmes/ Activities on Migration
The House of People's Representatives	The House of Peoples' Representatives has legislative powers and is mandated to enact specific laws on different matters, including nationality, immigration, passport, exit from and entry into the country, the rights of refugees and of asylum, labour and others. The House oversees all line Ministries and government agencies, including those working on migration-related issues.	Same as its mandates.
The Prime Minister's Office	The Highest executive powers of the Federal Government are vested in the Prime Minister and in the Council of Ministers. The Prime Minister is the Chief Executive and the Chair of the Council of Ministers. The prime minister has also the duty to follow up and ensure the implementation of laws, policies, directives and other decisions adopted by the House of Peoples' Representatives and Council of Ministers, including those that relate to migration ¹³ . Chaired by the deputy Prime Minister's Office, as stated in Proclamation No. 909/2015, the National Anti-Trafficking and Smuggling Committee is also accountable to the Prime Minister (Article 72 and 75 of the FDRE Constitution).	The National Anti-Human Trafficking and Smuggling Committee/Council is accountable to the Prime Minister, and the Deputy Prime Minister leads /chairs the national Anti-Human Trafficking and Smuggling Committee/Council.
Council of Ministers	Responsible to the Prime Minister, the Council of Ministers is the federal executive organ primarily responsible for federal policy formulation and execution. The council has also a duty: to decide on the organizational structure of Ministries and other organs of government answerable to it; draw up the annual Federal budget and implement it (following approval); formulate and implement economic, social and development policies and strategies; formulate the country's foreign policy and exercise overall supervision over its implementation; ensure the observance of law and order; enact regulations pursuant to powers vested in it by the House of Peoples' Representatives; and ensure the implementation of laws and decisions adopted by the House of Peoples' Representatives (Article 77 of the FDRE Constitution). These mandates and duties of the Council directly or indirectly affect the management of migration in the country and outside.	Same as its mandates.

17 Constitution of the Federal Democratic Republic of Ethiopia. 1994.

Name of Government Body	Mandates	Programmes/ Activities on Migration
Attorney General	<p>According to article 16 of Proclamation 916/2015, the Attorney General (the then Ministry of Justice) shall, inter alia, have powers and duties to: act as chief adviser to the Federal Government on matters of law; undertake legal reforms and studies important for the justice system and carry out the codification and consolidation of federal laws; assist in the preparation of draft laws; study the causes of crimes; devise ways and means of crime prevention; coordinate the relevant Government Organs and Communities in crime prevention; undertake or order the conduct of investigation where it believes that a crime has been committed whose adjudication falls under the jurisdiction of the Federal Courts; direct and supervise the process of investigation; represent the Federal Government in the institution and trial of criminal charges; withdraw criminal charges for good causes and in accordance with the law; follow up the execution of court decisions; establish systems for gathering, handling and distribution of information relating to criminal justice; and others.</p> <p>Migration-specific powers and duties are also given to the Attorney General by Proclamation 909/2015. Under Article 41, Proclamation 909/2015 states that the Attorney General shall design an action plan and cause to develop brochures, modules, re-enactments and other educational methodologies demonstrating: the recruitment mechanisms of human traffickers and migrant smugglers, means and types of exploitation and other staying mechanisms, the role of law enforcement institutions and other information and support-providing institutions; the rights of victims, laws regarding the protection, care and repatriation of Ethiopian nationals who are victims, the role of different organizations, law enforcements and others; the means of minimizing driving forces for victims for such crimes especially related to women and children; and best practices used for combating crime and putting out a message to the general public through mass media and other communication means.</p>	<p>The Attorney General exercises its powers as mandated by the law. It undertakes crime prevention, criminal investigation, prosecution, crime response and correctional powers related to irregular migration, trafficking and smuggling. It leads designated institutions for migration issues (as mandated by Proclamation No. 909/2015) by chairing and coordinating the National Anti-Trafficking and Smuggling Task force as well as the Working Group on Legislation and Law Enforcement. The Attorney General, through its Secretariat, coordinates the preparation and compilation of an annual plan for the national task force, follows up its implementation, organizes regular national task force meetings, receives and compiles periodic reports from regional task forces and members of the national task force, pays field visit to regional task forces to verify their functionality and identify gaps, submits periodic reports to the national committee, supports the preparation of national report, and so on. The Attorney General, through its Secretariat, has also been implementing awareness-raising programme with funding from the Netherlands Embassy. The programme is being implemented in partnership with National Theatre to create awareness and prevent irregular migration by developing brochures, modules, re-enactments and so on. Through its different directorates, the Attorney General also engages in provision of legal assistance for returnees, creating public awareness on laws, including those relating to migration, and others.</p>
MoFA	<p>MoFA holds significant mandates on migration. MoFA is the leading agency for joint and multilateral commissions dealing with neighbouring and other foreign countries, through border commissions and agreements on immigration issues. The Ministry of Foreign Affairs has powers and duties to: coordinate and supervise the activities of Ethiopia's diplomatic and consular missions and permanent missions of Ethiopia to international organizations; ensure that the interests and the rights of Ethiopians residing abroad are protected; encourage and support associations formed by Ethiopian communities and friends of</p>	<p>Almost all directorates of the MoFA have programmes or activities that are related to migration. Consular and diplomatic services are handled by MoFA. The Ministry of Foreign Affairs undertakes several other activities, including providing protection services for Ethiopians living abroad, creating awareness among citizens living abroad about their rights and responsibilities, providing legal assistance to citizens who need such support by hiring lawyers,</p>



Name of Government Body	Mandates	Programmes/ Activities on Migration
	<p>Ethiopia; and facilitate participation of the diasporas in the development of the country by ensuring diaspora engagement; and other matters¹⁴. Different proclamations have also given some additional and migration-specific mandates to the Ministry of Foreign Affairs. Under Article 27 of Proclamation No. 909/2015¹⁵, the Ministry of Foreign Affairs is mandated to initiate the process of rescuing, releasing and returning any Ethiopian, found outside Ethiopia, who is a victim of trafficking in persons and smuggling of migrants to Ethiopia. The Ministry is also mandated to provide any victim of human trafficking or smuggled migrant compelled to stay in a foreign country for any reason with legal counselling or assistance and follow-up handling of the victim and case status through the Ethiopian diplomatic mission.</p> <p>The Ministry of Foreign Affairs, in cooperation with National Intelligence and Security Service and other relevant organs, is also mandated to: collect and disseminate data from lists of victims of crime, the country and the conditions under which they are found and other necessary information; conduct assessments on trafficking of human and smuggling of migrants and risk levels in different countries and use different mechanisms to communicate with victims and migrants of Ethiopian nationals who reside in other counties; and support the establishment of Ethiopian community in the destination countries affected by human trafficking and migrant smuggling crimes, and support community members in maintaining their rights and benefits (Article 46 of Proclamation No. 909./2015).</p>	<p>collecting and sharing migration-related information with actors, coordinating with other actors for repatriation of returnees, facilitating signing of bilateral labour agreements, and others.</p> <p>MoFA has a committee that responds to the evacuation needs of Ethiopian migrants. MoFA is a member of the national anti-human trafficking task force. It is also a member of the working group that works on victim support. MoFA works with different stakeholders, including the National Intelligence and Security Service, MoLSA, Main Department for Immigration and Nationality Affairs, IOM, ILO, Attorney General, Federal Police Commission, Ethiopian Airlines and other service providers such as Tikur Anbessa Hospital and Mother Teresa.</p>
Ministry of Labour and Social Affairs (MoLSA)	<p>According to Article 34 of Proclamation 916/2015, MoLSA shall, among others, have the powers and duties to: establish a labour administration system around their labour relations that enables the proper transition of the informal economy to the formal economy; enhance the accessibility of efficient and equitable employment services; regulate Ethiopians' overseas employment; establish and put into operation a national labour market information system; carry out studies on national manpower and employment as well as occupational classification; and work in collaboration with the concerned bodies to strengthen the social protection system to improve and ensure the social and economic well-being of citizens¹⁶</p>	<p>The major programmes and activities of MoLSA specific to migration focus on prevention aspect of migration and regulation of overseas employment. The Ministry works on prevention of irregular migration by facilitating legal migration, creating public awareness and advocating and supporting local job creation.</p> <p>MoLSA also approves and monitors labour contract agreements, and licences and monitors employment agencies working on overseas employment. It also works together with MoFA on placement of labour attaché and signing of bilateral labour agreements.</p>

18 FDRE. Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia Proclamation. Proclamation No. 916/2015.

19 FDRE. Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants Proclamation. Proclamation No. 909/2015.

20 Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia Proclamation No. 916/2015

Name of Government Body	Mandates	Programmes/ Activities on Migration
	<p>Proclamation No. 923/2016 also mandated MoLSA to regulate Ethiopians' overseas employment. MoLSA's duties range from licensing and monitoring of employment agencies to protection of victims and labour migrants to approval of contract agreements of labour migrants and their employers. MoLSA also has a mandate to oversee labour migration, pre-departure training contents, approving and monitoring labour migration contracts, as well as bilateral labour agreements. Under Article 27 (2) of Proclamation No. 909/2015, MoLSA is also given a duty to initiate the process of returning people to Ethiopia, working with other relevant agencies.</p>	<p>MoLSA also builds capacity of regional counterparts and works on policy and strategic matters as related to migration and its governance. The Ministry is currently working together with Ministry of Foreign Affairs on placement of labour attaché in Ethiopian Diplomatic Missions. In addition, the Ministry is engaged in various activities with support of EU, IOM and ILO and others to enhance migration governance, build regional capacity in terms of material, training and equipment. It is also the deputy chair institution of the National Anti-Trafficking and Smuggling Committee and Task force established under Proclamation No. 909/2015. It also chairs the prevention working group established under the national anti-human trafficking task force.</p>
NDRMC	<p>The NDRMC works on disaster and risk management. The Commission focuses on six pillars namely: prevention, mitigation, preparedness, response, recovery and rehabilitation for any disaster caused by hydrometrological, biological, geological, socioeconomic and technological factors.</p>	<p>Though it does not have formal mandate, the Commission sometimes work on IDPs when this is caused by conflict or flood. It coordinates stakeholders in their humanitarian activities and participates in the activities. Despite the lack of formal mandate, the Commission acts as owner of IDPs and takes the lead. Apart from coordination, the Commission provides forecasting information to key actors about potential displacements. It also maps out where IDPs are and informs key actors so that they can respond. Nevertheless, the Commission does not have specific resource allocated for migration or IDPs. It has been responding to migration, returnees or IDPs as cross cutting activities.</p> <p>In addition to IDPs, NDRMC has also recently started supporting returnees following a request from the Ministry of Foreign Affairs and the National Anti-Trafficking task force. The Commission is a member of the national anti-human trafficking task force. Its activities regarding returnees include: registering them; supplying food, shelter and medical services; and covering transportation costs of returnees so that they can go to their respective localities. NDRMC is a member of the national anti-trafficking task force and victim assistance working group. It also coordinates humanitarian activities through disaster risk management committees and working groups established at federal level.</p>



Name of Government Body	Mandates	Programmes/ Activities on Migration
Ministry of Health (MoH)	<p>According to Article 33 of Proclamation 916/2015, the Ministry of Health shall, among others, have the powers and duties to: formulate the country's health sector development programme; follow up and evaluate the implementation of same; support the expansion of health services coverage and infrastructure; follow up and coordinate the implementation of health programmes financed by foreign assistance and loans; direct, coordinate and follow up implementation of the country's health information system; ensure adequate supply and proper utilization of essential drugs and medical equipment in the country; supervise the administration of federal hospitals; and collaborate in the capacity-building activities of the federal university hospitals.</p> <p>Article 26 of Proclamation No. 909/2015 also requires the Government to put in place necessary working procedures to identify, rescue, repatriate and rehabilitate victims of human trafficking and smuggling in partnership with other foreign diplomatic missions, concerned government and non-government organizations and other supportive mass organizations. The proclamation has also accorded victims available health and social services, medical care, counselling and psychological assistance, with care, on a confidential basis and with full respect of privacy. This article has given the Ministry of Health some mandates to assist victims' rehabilitation.</p>	<p>By coordinating health and health related institutions, the Ministry of Health facilitates access to health services to refugees, returnees and IDPs. The Ministry establishes temporary facilities at IDP camps to provide health services. In collaboration with ARRA and other stakeholders, the Ministry also provides/manages health facilities/services for refugees. Similar health services are also provided to returnees in collaboration with different stakeholders. Nevertheless, the Ministry does not have any specific programme for refugees, IDPs and returnees. These groups are being served by the Ministry through its emergency programme. The Ministry provides its health services to IDPs in collaboration with National Disaster Council, National Disaster and Risk Management Commission (NDRMS), Ministry of Livestock and Fishery, Ministry of Agriculture and Natural Resource, Minister of Federal and Pastoralist Development Affairs, Ministry of Water and Energy, Ministry of Women and Children Affairs, Ministry of Education, Ministry of Trade and Ministry of Defence. Regarding returnees, MoH offers health status screening at the airport in collaboration with the Ministry of Foreign Affairs. Health services to refugees are provided in collaboration with UNCHR and ARRA. MoH is also a member of the national anti-human trafficking task force and the working group established for victim assistance.</p>
National Intelligence and Security Service (NISS)	<p>The NISS is mandated to protect and safeguard the national security of the country by providing quality intelligence and reliable security service. Proclamation No. 909/2015 also stated the need for different federal government agencies to work with the National Security and Intelligence Service. The Service has its head office in Addis Ababa and has representative offices in the regions¹⁷.</p> <p>The Main Department for Immigration and Nationality Affairs was under NISS (but has recently been reorganized) and is mandated to issue passports and travel documents for Ethiopians and non-Ethiopians travelling to and from Ethiopia.</p>	<p>NISS works mainly on law enforcement. It is also a member of the Anti-Trafficking council and task force as well as law enforcement and legislation working groups established under the task force.</p> <p>The Department issues passports and travel documents and engages in border control and the issuing of visas for foreigners. The department also works with the Ministry of Foreign Affairs, IOM and other stakeholders in determining the identity of nationals stranded in other countries and needing to return to Ethiopia. As far as refugees are concerned, the department: gathers information in collaboration with ARRA; provides work permits to refugees and those with permanent.</p>

21 The National Intelligence and Security Service (NISS). Available at: <https://www.eth-niss.info/>

Name of Government Body	Mandates	Programmes/ Activities on Migration
	<p>The ARRA was established by Proclamation No. 409/2004 with the mandate to administer refugee related issues in Ethiopia. ARRA assumes higher responsibilities in managing and coordinating the refugee programme in Ethiopia as enshrined in the refugee proclamation¹⁸. The key mandate of ARRA is to support and maintain the physical safety of refugees as well as ensure refugees live in dignity until durable solutions are found to their plights.</p>	<p>residence ID in the areas permitted for foreign workers; and permits local integration for long-term refugees who have lived for 20 years or more in Ethiopia. The Main Department for Immigration and Nationality Affairs is a member of the national anti-trafficking task force and its research, and monitoring and evaluation working group.</p> <p>ARRA is the Ethiopian government counterpart of UNHCR in Ethiopia and is the leading agency involved in the protection of refugees and overall coordination of refugee assistance interventions in the country. ARRA also advises policymakers to enact refugee-friendly legislations and other policy directives that also take into consideration the interests of the refugee hosting communities. ARRA also implements programmes mainly relating to education, health and nutrition. ARRA and UNHCR jointly allocate the necessary resource for management and coordination of refugee programmes. ARRA works closely with stakeholders involved in refugee assistance and protection activities that are being implemented in 27 refugee camps. These stakeholders include federal, regional and local government bodies, United Nations Agencies, and international and local non-governmental organizations and donors. ARRA also works with close to 40 NGOs that implement different programmes. ARRA is also a member of the national anti-trafficking task force.</p> <p>ARRA is also implementing a project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe” funded by the European Union. The project is being implemented in all regions of Ethiopia with a focus on five regions (Oromia, Amhara, SNNPR, Somali, Tigray and Addis Ababa). The project has a total budget of EUR 15 Million and will be implemented for three years starting from May 2018. The overall objective of the project is to support the sustainable reintegration of Ethiopian returnees from Europe and ultimately contribute to the development of a national reintegration operational management system for Ethiopia. Hence, apart from facilitating sustainable economic, social.</p>

22 FDRE. Refugee Proclamation No. 409/2004.



Name of Government Body	Mandates	Programmes/ Activities on Migration
		and psychosocial individual and community-based reintegration of Ethiopian returnees in return communities, the project has structural dimensions that aim: to strengthen national, regional and local level coordination and referral mechanisms for managing the reintegration process; and enhance the capacities (technical and material) of relevant regional and local government organizations involved in the reintegration process to provide guidance and support on reintegration to returnees. The project will be implemented in partnership with some United Nations agencies and government agencies at different levels

Table 2: Mapping of stakeholders working on/with refugees at different operation camps and areas in 2017

Stakeholder Categories	Protection	Education	Health and Nutrition	WASH	Shelter and Infrastructure	Environment and Energy	CRIs	Food	Camp Management	Livelihood
Federal and Regional/ Local Government Bodies	ARRA	ARRA	ARRA	ARRA		ARDO offices	ARRA	ARRA	ARRA	
United Nations Agencies	IOM (OP) ¹⁹ UNHCR				IOM (OP)		UNHCR	UNWFP		
NGOs	RaDO PI (OP) IMC(OP) DRC (OP) PAPDA MCDO IRC (OP) AHA DICAC HIS JRS HIS EECMY SCI (OP) JRC ANE RTP (OP)	IRC (OP) AHA DICAC ASDPO (OP) ANE SCI PI WVI (OP) JRS NRC	MSF-H (OP) HUMEDICA (OP) DICAC IRC (OP) GLRA (OP) MCDO IMC (OP) RaDO CVT (OP) CWW (OP) ACF GOAL (OP) IMC HIS	IRC AHA GOAL (OP) LWF ANE WVI (OP) DCA (OP) OXFAM	NRC DEC AHA ANE DRC (OP)	EECMY OSD SEE GAIA NRDEP ANE	DICAC			IHS OICE NRC (OP) HIS EECMY DICAC IRC OICE JRS ANE WVI (OP) DRC (OP) DCA (OP) MCMDO (OP) LWF REST PWO WYPDO

Source: ARRA, Accountability Matrix 2017

Federal Police Commission	The Federal Police Commission was established by the Constitution of the FDRE to serve and ensure public peace and security and duly respect human and democratic rights and freedoms. Its objective is to maintain the peaceful life and security of the people through the prevention of crime. The Federal Police have preventive and investigative powers for all crimes that fall under the jurisdiction of the Federal Courts, to execute orders and decisions issued by courts having judicial powers and for	The Federal Police Commission's criminal investigation and crime prevention divisions are the main units working on anti-human trafficking and smuggling. The rapid response directorate under crime prevention division is engaged in the control of traffickers and victims. Its anti-trafficking and smuggling activities are being implemented as part of its existing programmes and resources. It brings
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Name of Government Body	Mandates	Programmes/ Activities on Migration
	<p>orders issued by the Federal Public Prosecutor under the Office of the Attorney General. It has responsibility for migration-related transnational threats and crimes such as trafficking and smuggling. The Federal Police Commission's mandate and role as related to migration focuses on the control of human trafficking, protection of victims and prosecution of traffickers and smugglers.</p>	<p>traffickers to justice for prosecution. The Commission also facilitates and links the victims to other stakeholders so that they will be able to get immediate humanitarian assistance and be reintegrated. However, the Commission works on anti-trafficking and smuggling as additional tasks and lacks a dedicated structure for managing anti-trafficking activities. The Federal Police Commission is a member of the national task force. The Commission works and coordinates with the National Security and Intelligence Service, Attorney General, Regional Police Commission, Regional Security and Administration Bureaux and Ministry of Defence. It also coordinates with other NGOs so that victims of trafficking receive basic services like temporary shelter, food, medical service and so on</p>
<p>Ministry of Women and Children Affairs (MoWCA)</p>	<p>The Ministry of Women and Children Affairs (MoWCA) is responsible for the implementation of policies and strategies to uphold the rights of women and children²⁰. MoWCA is also mandated to coordinate all stakeholders to protect the rights and well-being of children and conclude international treaties relating to women and children in accordance with law and, follow up their implementation.</p> <p>The Ministry now includes youth affairs and is named the 'Ministry of Women, Children and Youth Affairs'</p>	<p>To fulfil its mandate, MoWCA works with several governmental, intergovernmental and non-governmental organizations. Regarding migration, the Ministry has been leading the Safe Return and Reunification Programme for Unaccompanied Migrant Children, under the umbrella of the child friendly social welfare programme, which is implemented by regional and woreda women and children's affairs offices. The ministry also engages in awareness-raising activities to prevent irregular migration of women and children. It is currently a member of the national Anti-Human Trafficking Council and Task force as well as the protection and victim assistance working groups.</p>
<p>Federal Urban Job Creation and Food Security Agency</p>	<p>The Federal Urban Job Creation and Food Security Agency was established in 2016 by Council of Ministers Regulation No. 374/2016²¹. Accountable to the Ministry of Urban Development and Housing, the Agency was established with the aim of: improving the livelihood of citizens who are unable to work or able to work but unemployed due to different conditions and live under the poverty line; supporting and coordinating institutions assisting micro and small enterprises; and promoting and developing micro and small enterprises. The agency also has a duty to coordinate appropriate organs in conducting prevention and rehabilitation of urban citizens vulnerable to social problems and illegal human trafficking.</p>	<p>The agency is playing a role in preventing irregular migration and reintegrating victims of irregular migration. It supports prevention efforts by coordinating with stakeholders to create job opportunities for citizens. It also supports returnees and victims of irregular migration to find jobs, obtain the necessary rehabilitation services and so on. The agency is a member of the national anti-human trafficking task force and the chair of the victim assistance working group established under the task force.</p>

23 OP stands for operating partners.

24 Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia Proclamation No. 916/2015

25 Federal Urban Job Creation and Food Security Agency Establishment Council of Ministers Regulation No. 374/2016



Name of Government Body	Mandates	Programmes/ Activities on Migration
Ministry of Culture and Tourism	The mandates given to the Ministry of Culture and Tourism by Proclamation No. 916/2015 defining the powers and duties of executive organs ²² include undertaking activities to bring about changes in cultural attitudes, beliefs and practices hindering social progress.	In line with its mandate, the Ministry is currently working with the National Theatre to educate the public about the harmfulness and consequences of irregular migration with the aim of bringing about attitudinal changes and ultimately preventing irregular migration. The Ministry is a member of the national Anti-Human Trafficking Council and Task force as well as the prevention/ protection working group established under the national platform. However, the Ministry does not have any plan or budget allocation for migration.
Ministry of Youth and Sports This ministry is no more in existence. The 'Youth' mandate is now given to the Ministry of Women and Children Affairs.	The Ministry of Youth and Sports is mandated to ensure youth participation in policymaking at all levels, including that of migration. More specifically, the Ministry has a duty to: create awareness and action on youth issues; collect, compile and disseminate to all stakeholders information on the objective realities faced by young people; ensure that opportunities are created for young people to actively participate in political, economic and social affairs of the country; encourage and support young people to be organized, based on their free will and needs, with a view to defending their rights, solving their problems and building their capacity – and so on.	Much of the Ministry's work regarding migration focuses on prevention of irregular migration through awareness-raising and creation of employment opportunities for young people. The Ministry is a member of the national Anti-Human Trafficking Council and Task force.
Ministry of Federal and Pastoralist Development Affairs (MoFPDA)	The Ministry of Federal and Pastoralist Development Affairs is entrusted with the powers and duties of cooperating with concerned federal and regional state organs in maintaining public order by creating good Federal-Regional relationship and cooperation based on mutual understanding and partnership. The Ministry is also mandated: to aid Regional States particularly those deserving special support to reduce poverty as well as to avoid draught vulnerability; and coordinate activities that enable pastoralists to become beneficiaries of social and economic developments. Owing to the current reorganization of federal executive organs, MoFPDA no longer exists under this name and the mandates given to this Ministry are now given to the Ministry of Peace.	MoFPDA is the focal point for Internally Displaced Persons (IDPs) and Pastoralist Communities as it is mandated to develop sustainable political solutions for disputes and conflicts that may arise within or between regional states. At present, the Ministry is implementing different activities targeting IDPs, including: identifying causes and problems of displacement; formulating and implementing solutions; supporting and following up reintegration of IDPs, and so on. The Ministry is a member of the national Anti-Human Trafficking Task force and the legislation and law enforcement working group established under the task force.

26 Definition of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia Proclamation No. 916/2015

Name of Government Body	Mandates	Programmes/ Activities on Migration
Ministry of Education (MoE) / Federal TVET Agency	Proclamation No. 916/2016 mandated the Ministry of Education: to set education and training standards, and ensure their implementation; expand and lead higher education; ensure that quality and relevant education and training have been offered at all level of the educational and training system; prepare and administer national examinations based on the country's education and training policy and curricula; maintain records and issue certificates of results; develop national technical and vocational education and training strategies and ensure their implementation; and ensure that student admissions and placements in public higher education institutions are equitable.	The Ministry of Education, through its Technical and Vocational Education and Training (TVET) Agency, plays an important role in enhancing the skill levels of Ethiopian citizens, including potential labour migrants and returnees. It also collaborates with other partners to reintegrate returnees and victims of human trafficking by designing training curricula and manuals for labour migrants. The Ministry is a member of the anti-human trafficking task force, and chairs the research and monitoring and evaluation working group established under the task force.
Government Communications Office and Mass Media Agencies	<p>Federal Government Communication Office as well as mass media agencies such as the Ethiopian News Agency and Ethiopia Broadcast Enterprise play some important roles in the country's migration management initiatives. These agencies are active members of protection/prevention working groups established under the national anti-human trafficking task force. Their roles often focus on prevention aspects of migration by raising public awareness.</p> <p>Federal Government Communications Office is no longer in existence following the recent restructuring of the federal executive organs and the mandates that used to be assigned to the office are now being transferred to Ethiopian Broadcast Authority, Ethiopian Broadcasting Corporation and Prime Minister's Office.</p>	
National Bank of Ethiopia	The National Bank of Ethiopia is the central bank mandated to license, supervise and regulate the operations of banks, insurance companies and other financial institutions.	The bank holds data on remittances sent to the country by the Ethiopian migrants. Access to financial service by unemployed young people, returnees and other citizens is determined by the bank's policy and activities.

Federal government agencies are mapped against major migration dimensions in Table 3 on the following page.



Table 3: Mapping of Federal Government Bodies against Key Migration Dimensions

Federal Government bodies	Formulation of legal and regulatory frameworks	Enforcement of laws and regulatory frameworks on anti-trafficking	Prevention of irregular migration and trafficking/smuggling	Assistance programmes to labour migrants, victims and returnees of trafficking	Assistance programmes to IDPs	Assistance programmes to refugees	Data-collection and monitoring of flows	Counter trafficking and smuggling
Prime Minister's Office	●	●						
Attorney General	●	●		●			●	●
MoFA				●			●	
MoLSA			●	●	●		●	
ARRA			●	●			●	
MoH				●				
MoE			●	●	●		●	
Federal TVET Agency			●	●				
Government Communications Office and Mass Media Agencies			●					
National Intelligence and Security Service		●	●				●	●
Financial Intelligence Centre							●	●
Main Department for Immigration and Nationality Affairs			●	●	●		●	
National Bank of Ethiopia							●	
Police Commission		●	●		●			
Ministry of Women and Children Affairs			●	●	●			
Ministry of Youth and Sports			●	●	●			
Ministry of Culture and Tourism			●					
Federal Urban Job Creation and Food Security Agency			●	●				
National Disaster Risk Management Commission				●	●			
Ministry of Federal and Pastoralist Development Affairs			●	●	●			

2.1.1.2. Intergovernmental, and Bilateral and Multilateral Organizations

Various intergovernmental organizations work on or support migration programmes. These are the ILO, IOM, UNWFP, UNOCHA, UNFPA, UNHCR, UNICEF, UNODC, UNIDO, UNESCO, WHO and FAO. Several bilateral and multilateral organizations are also supporting migration programmes in the country through funding, programme implementation and others. A description of the key intergovernmental, bilateral and multilateral organizations working on migration in Ethiopia is presented below.

i. *International Labour Organization (ILO)*

The main objective of the ILO is to promote rights at work, encourage decent employment opportunities, enhance social protection and strengthen social dialogue on work-related issues. It works on policies to maximize the benefits of labour migration for all those involved²⁷ and has constitutional mandate to protect migrant workers. ILO's Constitution calls for the protection of the interests of workers when employed in countries other than their own. The ILO promotes the rights of migrant workers through its body of standards, including the ILO fundamental rights conventions, ILO Conventions No. 97 and 143 on the protection of migrant workers and the governance of labour migration, and accompanying Recommendations No. 86 and 151, as well as through its Multilateral Framework on Labour Migration. The ILO also brings together actors of the world of work, including relevant government Ministries (Ministries of Labour), employers' and workers' organizations, and civil society to build consensus on a fair migration agenda that considers labour market needs, while protecting the interests and rights of all workers²⁸. The many international labour standards of the ILO are also important instruments for safeguarding the dignity and rights of migrant workers. These standards include: the eight fundamental rights conventions of the ILO identified in the 1998 ILO Declaration on Fundamental Principles and Rights at Work; standards of general application, such as those addressing protection of wages and occupational safety and health, as well as the governance conventions concerning labour inspection, employment policy and tripartite consultation; and instruments containing specific provisions on migrant workers such as the Private Employment Agencies Convention, 1997 (No. 181), the Domestic Workers Convention, 2011 (No. 189) and social security instruments²⁹.

The ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan, and the Special Representative to the AU and the ECA (ILO Country Office-Addis Ababa) is supporting the Government of Ethiopia (GoE) and its partners in combatting irregular migration through improving labour migration governance in the country and ensuring sustainable reintegration of returned migrants. To realize these objectives, ILO Country Office in Addis Ababa has a large project portfolio on labour migration. "Extending Social Protection Access and Portability of Benefits to Migrant Workers and Their Families in Selected RECs in Africa" is one of the projects ILO has been implementing with the aim of improving national and regional strategies for the extension of social security coverage to migrant workers and their families through social security agreements, and strengthening subregional mechanisms to effectively prepare or reinforce compliance with regional social security conventions to accompany the various subregional integration processes in Africa.

27 ILO. About ILO. Available at: <http://www.ilo.org/global/about-the-ilo/lang--en/index.htm>. Accessed on May 3, 2018

28 ILO. Fair migration agenda. Available at: <http://www.ilo.org/global/topics/labour-migration/fair-migration-agenda/lang--en/index.htm>

29 ILO. International Labour Standards on Labour Migration. Available at: <http://www.ilo.org/global/topics/labour-migration/standards/lang--en/index.htm>



ILO has also been implementing a project entitled “Support reintegration of returnees in Ethiopia” that provides individualized and rights-based labour market reintegration assistance to returnees with a focus on vulnerable women and girls. “Free movement of persons and transhumance in the IGAD Region: Improving Opportunities for Regular Labour Mobility” is another project of ILO that aims to improve opportunities for regulated labour mobility and decent work within IGAD countries through the development of pilot models of intervention, with a focus on the Ethiopia-Sudan corridor. ILO also implements a project called “Addressing the root causes of migration in Ethiopia” that is part of a broader programme entitled “Stemming Irregular Migration in Northern and Central Ethiopia (SINCE)”. This project informs SINCE programme design, implementation and also enhances smooth school-to-work transition for university and TVET female and male graduates. The project is expected to increase employment and decent livelihood opportunities in selected woredas to reduce migration. “Improved Labour migration governance to protect migrant workers and combat irregular migration” is also another ILO project that is being implemented with the aim of supporting the efforts of the Government of Ethiopia (GoE) and Civil Societies in improving labour migration governance to better address migration challenges in Ethiopia and combat irregular migration.

ILO works with different governmental, bilateral and multilateral as well as non-governmental organizations in Ethiopia. It works closely with the Ministry of Labour and Social Affairs (MoLSA), and BoLSAs to implement its programmes and projects. It also collaborates with the Ministry of Foreign Affairs (MoFA), Technical and Vocational Education and Training Agency (TVET), Federal Urban Job Creation and Food Security Agency, Ethiopian Employers Federation (EEF), Confederation of Ethiopian Trade Union (CETU), European Union Delegation (EUD), Department for International Development (DfID), International Organization for Migration (IOM), United Nations Office on Drugs and Crime (UNODC), United Nations Women, UNICEF, UNIDO, Italian Embassy, Interreligious Council, WISE, Agar Ethiopia and other local and international NGOs.

ii. International Organization for Migration (IOM)

Since its was set up in 1995, IOM has been contributing to the Government of Ethiopia’s efforts to manage migration effectively through a wide variety of projects and programmes. IOM works closely with the Government of Ethiopia to improve migration management and governance including countering trafficking in persons (TiP) and smuggling of migrants (SoM) and promoting labour migration and human development. Programmes include Assisted Voluntary Return and post-arrival and reintegration assistance, technical cooperation and capacity-building to government and non-government stakeholders with migration management mandates, prevention of irregular migration and promotion of safe migration channels through Behaviour Change Communication (BCC), as well as programmes to optimize the benefits of labour migration and harness the development potential of migration for the benefit of migrants, their families and the Ethiopian society as a whole. IOM also supports inter-agency coordination.

A Community Conversation programme is also run by IOM with the aim of engaging the community, fostering shared responsibility for supporting vulnerable migrants and raising awareness of human trafficking and smuggling of migrants. It also works with media organizations to enhance their understanding on migration, facilitate information dissemination and shape public discourse in a way that promotes effective migration management. IOM also undertakes migration health activities that fall under the resettlement programme, which includes health assessments, vaccination activities,

TB diagnosis and TB treatment under Directly Observed Therapy (DOT) and pre-departure medical services.

IOM facilitates the departures of refugees from Ethiopia for resettlement to a third country by providing logistical support to migrants/refugees for resettlement interviews, processing relevant documentation and arranging safe and reliable domestic and international transportation, as well as accommodating refugees at IOM transit centres in Addis Ababa.

IOM fosters synergies between labour migration and development and promotes legal avenues of migration as an alternative to irregular migration. It published two seminal reports in 2017 on labour migration management in Ethiopia: the national labour migration management report and the remittance flow assessment, with the overall objective of comprehensively assisting the Government of Ethiopia to: better regulate, manage and monitor labour migration by identifying gaps in the institutional framework, legislation, policies, data management and coordination mechanisms among relevant stakeholders and identifying proposed solutions for the country; and explore how to increase the volume and value of formal remittances to Ethiopia. IOM works with Ethiopian diasporas abroad as potential agents of development. It also provides capacity-building support to government actors on areas of diaspora engagement and labour migration management.

Various humanitarian response activities undertaken by IOM in Ethiopia include gender and protection-conscious interventions for refugees, disaster-affected and displaced communities. They include: internal displacement information management through the Displacement Tracking Matrix (DTM), humanitarian coordination, and research and advocacy efforts on internal displacement; transportation and relocation; provision of Emergency Shelter and Non-Food Items (ES/NFI); Transitional Shelter (TS); and targeted livelihood support and capacity-building. In its role as the cluster lead, IOM also coordinates the Emergency Shelter/Non-Food Items (ES/NFI) cluster at national and regional level.

iii. United Nations High Commissioner for Refugees (UNHCR)

The core mandate of UNHCR covers refugees and as the Refugee Agency is mandated by the United Nations to lead and coordinate international action for the protection of refugees and the search for durable solutions. Refugees protection can either refer to “an individual whose refugee status has not yet been determined by the authorities but whose claim to international protection entitles him or her to a certain protective status on the basis that he or she could be a refugee, or to persons forming part of large-scale influxes of mixed groups where refugee status determination is impractical”.³⁰ UNHCR’s primary purpose is to safeguard the rights and well-being of refugees. In Ethiopia, UNHCR is engaged in advocacy at African regional level, through its representation at the United Nation Liaison and Representational Office at the African Union, geared at influencing Africa’s policies on refugees and IDPs as well as ensuring protection, assistance and access to services. With regard to refugees and asylum seekers in the country, UNHCR works in very close collaboration with ARRA and together they are engaged with approximately 40 implementing partners working in different sectors.

³⁰ Note on the Mandate of the High Commissioner for Refugees and his Office, DIP 2013, p.4



UNHCR participates in the United Nations Migration Group, where it engages with other actors involved in mixed migration in ensuring that refugee protection is included in and central to the various migration interventions, and that the specific needs of asylum seekers and refugees who decide to move onwards are identified and given access to appropriate services, including access to asylum. UNHCR also engages in training various actors in the identification of refugee victims of trafficking and smuggling. UNHCR is also actively engaged in the ‘Telling the Real Story’ Campaign, in Addis, Shire and Jijiga, targeting mainly Eritreans planning to move to Europe and is supporting the ‘Dangerous Crossing Campaign’ – targeting mainly those hoping to reach the Middle East. Both campaigns aim to enable refugees and asylum seekers to take informed decisions. Apart from protection, UNHCR overall priorities for 2018 include improving nutrition and food security, primary health care, alternative sources of household energy, livelihood opportunities and self-reliance and improvement of service delivery in camps. The UNHCR target population in Ethiopia are refugees, stateless persons, internally displaced persons residing in Urban Centres (Addis Ababa) and 26 refugee camps / settlements. UNHCR budget requirement for the 2018 fiscal year was USD 311,175,814 for its refugee programme and USD 16,628,862 for its IDP programme (USD 327,804,676 in total)³¹.

iv. United Nations Industrial Development Organization (UNIDO)

In Ethiopia, UNIDO only runs one project directly related to migration. In 2016, it signed a grant agreement with the Embassy of Italy in Addis Ababa, which manages the programme on behalf of the EU, as part of the Stemming Irregular Migration from Northern and Central Ethiopia (SINCE) Programme funded through the European Union Emergency Trust Fund for Africa and implemented by the Italian Embassy in Addis Ababa with a total budget of EUR 20 million. The Programme is being implemented in urban areas within the regions of Amhara, Tigray and Oromia, Southern Nations, Nationalities and Peoples (SNNP), and the city of Addis Ababa, which were identified due to their high incidence of migration. UNIDO has been contributing to the implementation of SINCE by undertaking a socioeconomic assessment that guides future activities and identifying the most significant value-chains for boosting sustainable employment for women and young people. UNIDO has also a role in setting up and monitoring/evaluating the Programme.

v. UNODC

The mission of the United Nations Office for Drugs and Crime (UNODC) is to contribute to the achievement of security and justice for all by making the world safer from crime, drugs and terrorism. Moreover, as the guardian of crime prevention and criminal justice standards and norms, the United Nations Convention against Corruption (UNCAC), the United Nations Convention against Transnational Organized Crime (UNTOC) and its three related Protocols: (i) Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children; (ii) Protocol against the Smuggling of Migrants by Land, Sea and Air;³² and (iii) Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunitions as well as the various international instruments on drug control and counter-terrorism, UNODC is mandated to promote global adherence to these instruments and to assist Member States in implementing these international treaties, standards and norms through provision of technical assistance.

31 Source: UNHCR. 2017. Ethiopia Operation 2018 Planning summary. Available at: <http://reporting.unhcr.org/node/5738?y=2018#>

32 Ethiopia ratified the UNTOC in 23 July 2007, and acceded to the Trafficking in Persons and Smuggling of Migrants Protocols on 22 June 2012.

Within the framework of the UNODC Regional Programme for Eastern Africa “*Promoting the Rule of Law and Human Security in Eastern Africa*” (2016-2021) and its respective mandates, UNODC, through its Regional Office for Eastern Africa (ROEA) and in close coordination with its headquarters and regional offices, aims, among things, at upholding the rule of law, promoting crime prevention and effective, fair, human and accountable justice systems, as well as promoting and supporting effective responses by Member States in Eastern Africa to transnational organized crime, illicit trafficking at the legal, technical and policy level.

UNODC has worked with the Federal Democratic Republic of Ethiopia since 1995, providing technical support across its mandate. At present and under the framework of the UNODC Regional Programme for Eastern Africa (2016-2021), UNODC assists the Government (a) in the area of criminal justice sector with emphasis on legal aid, crime prevention, prison reform, juvenile justice (which includes child victims and witnesses) as well as judicial integrity; (b) in the area of countering transitional organized crime with particular focus on countering Trafficking in Persons and Smuggling of Migrants and (c) providing technical assistance in other areas related to UNODC’s mandate. UNODC has been one of the key actors dealing with the anti-trafficking and smuggling of migrants.

Accordingly, UNODC is currently implementing programme activities as part of the “*Better Migration Management (BMM) programme*” aimed at improving migration management in the region, and in addressing trafficking in persons and smuggling of migrants within, and from the Horn of Africa. One of the key priorities of the BMM programme is to promote the rights of migrants and to protect them better from violence, abuse and exploitation, especially by organized crime syndicates.

The BMM programme, coordinated by GIZ, has four components: (1) support for policy and legislative development and harmonization for better migration and border governance; (2) capacity-building in the form of training, technical assistance and the provision of appropriate equipment to those implementing migration-related policies; (3) support for the identification, assistance and protection of migrants in need; and (4) awareness-raising with regards to alternative livelihood options, including safe migration.

UNODC is implementing the first and second components, in collaboration with other BMM partners. Across its mandate, UNODC provides legal and technical support key counterparts to transpose domestic legislation, policies and implement regulations according to International Standards and frameworks. UNODC also: supports the development of national strategies, action plans; and provides technical assistance to the national inter-agency coordination mechanisms. Under the first component: “Policy Harmonization and Cooperation”, UNODC is promoting the effective implementation of UNTOC and its supplementary Protocols, (i) Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children; (ii) Protocol against the Smuggling of Migrants by Land, Sea and Air. Within its legal framework. In this regard, UNODC initially supported the drafting of Proclamation 909/2015, “A Proclamation to provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants”. However, this legislation was adopted without passing the proper legislative drafting processes including broad consultation. As a result, enforcement of the legislation has become problematic and a review of the legislation was recommended by the Government. Under the BMM, UNODC supports the ongoing revision of the law in order to ensure it is effectively implemented by criminal justice practitioners while being aligned with international law, particularly the UNTOC and its supplementary protocols,



other international human rights instruments as well as standards and norms in crime prevention and criminal justice that have been agreed and ratified by the Government of Ethiopia.

Concerning, the second component: “Capacity-Building”, UNODC is enhancing technical and operational capacities as well as cooperation between prosecutorial, judicial and law enforcement authorities through basic training activities on profiling and detection of cases, investigation techniques, implementation of the legal framework provided by the Protocols and domestic legislation on inter-agency cooperation for holistic and integrated responses to both crimes. It also includes specialized and advanced training on specific aspects of the investigation and prosecution of cases, to include the systems and methods used in combating money-laundering, financial investigations and corruption practices in the context of migrant smuggling and human trafficking. Areas of focus will also include assisting the relevant authorities in the collection and analysis of criminal data and intelligence, with the aim of increasing knowledge on the modus operandi of individual perpetrators and organized groups in order to inform effective policies and operational measures. Regarding data-collection, UNODC is assessing the capacity of criminal justice institutions to produce statistical data on crime and criminal justice to support the national/regional creation of mechanisms to collect, analyse, share and disseminate data on criminal networks involved in trafficking and smuggling operations in a coordinated and sustainable manner, in compliance with international standards.

UNODC’s initial activity will be conducting assessments to identify capacity gaps. At central level, UNODC works together with government counterparts and other United Nations agencies. UNODC’s key’s counterparts include the Federal Office of the Attorney General, Federal Supreme Courts, the Federal Police Commission and others. It also works with several United Nations agencies such as UNICEF, IOM, ILO, UNHCR and others. Under the new Better Migration Management, UNODC is working with GIZ, British council, IOM and other agencies. UNODC is a member of the National Task force on Trafficking and Smuggling of Migrants established under the Federal Office of the Attorney General according to the requirements of Proclamation 909.

As part of the regional approach, the UNODC Regional Programme for Eastern Africa (2016-2021) and BMM at regional level, UNODC aims to strengthen criminal justice response to trafficking and smuggling across the East African member states while linking assistance to global networks through harmonization of common legal and regulatory frameworks at regional and country levels, assisting and better facilitating international cooperation in specialized procedures to include: (i) criminal intelligence (i.e. use of intelligence-gathering and exchange, covert investigation techniques, informants, patrols and covert physical surveillance, proactive investigations); and (ii) investigation powers and procedures (i.e. direct reporting of SoM to authorities, identifying, debriefing, interviewing smuggled migrants, case management and data storage, information and evidence gathering).

UNODC also facilitates regional and national expert group meetings on countering transnational organized crime, illicit trafficking and related criminal activity, whereby UNODC supports the development of effective regional mechanisms and tools aimed at strengthening joint investigations and sharing of information and intelligence.

vi. United Nations Children's Fund (UNICEF)

The overall goal of UNICEF Ethiopia programme is to support national and regional efforts towards the progressive realization of the rights of children and women and the achievement of the Sustainable Development Goals (SDGs). UNICEF's programmes focus on both developmental and humanitarian assistance. Specific areas of intervention are health, nutrition, education, WASH and child protection. Globally, UNICEF is a member of the consortium of four organizations including UNHCR on "children on a move" that works on advocacy and protection gaps around migration-related issues.

At country level in Ethiopia, UNICEF focuses on refugees and IDPs. In the refugee context, UNICEF works mostly with ARRA and UNHCR with support from Department for International Development (DfID) to strengthen service deliveries to refugees. UNICEF also plays a significant role regarding IDPs through the provision of humanitarian assistance. It supports IDPs working together with the Productive Safety Net Programme (PSNP) in Ethiopia. UNICEF provides technical advice to PSNP on policy issues to address social protection issues related to children. UNICEF also plays some indirect roles regarding returnees in Ethiopia. Working with IOM and other partners, UNICEF provided some support to returnees from Saudi Arabia. UNICEF is currently implementing projects on refugees and IDPs funded by DfID. One of such projects is "Support to Refugees and Migration programme in Ethiopia", which aims to improve basic social services (including education, health, WASH), livelihoods and vocational training, shelter and protection of displacement-affected people and host communities. It is also implementing a project entitled "Building Resilience in Ethiopia (BRE)", which builds Ethiopia's resilience to shocks by seeking to support the Government of Ethiopia to lead an effective and accountable humanitarian response system.

UNICEF works with different government bodies in Ethiopia, including the Ministries of Education, Health, Labour and Social Affairs, Supreme Court, Attorney General, Ministry of Water, Irrigation and Energy and others. UNICEF works with MoLSA, Attorney General, Ministry of Women and Children Affairs, Supreme Court and Police on child protection. UNICEF is a member of the national anti-trafficking task force. It provides technical assistance and advice to the task force. UNICEF is also a member of different humanitarian clusters established to coordinate humanitarian activities. UNICEF is a member of the health and nutrition cluster that is chaired by WHO, and the protection cluster that is chaired by UNHCR.

vii. United Nations World Food Programme (UNWFP)

UNWFP Ethiopia's Country Strategy focuses on: disaster risk management and resource management; basic social services and agriculture markets and livelihoods. The overarching goal is to reduce hunger and contribution to Ethiopia's transformation. UNWFP currently assists 600,000 refugees from Eritrea, Somalia, South Sudan and Sudan. Together with ARRA, WFP distributes high energy biscuits at entry points and provides food items. It also supports selected refugee households with livelihood activities such as vegetable gardening and poultry farming. Along with ARRA and UNHCR, WFP is also implementing biometric verification to ensure that its assistance is cost-efficient and goes to those who need it the most.



viii. United Nations Educational, Scientific and Cultural Organization (UNESCO)

UNESCO has a mandate on peace education, which involves educating children about peaceful lifestyle and reduces migration that could be caused by conflict. In addition, the UNESCO International Institute of Educational Planning (IIEP), based in France, implements one of the four components of the DfID funded project entitled “Support to educational planning and management.” The three-year project (2017-2019) project is led by UNICEF and UNESCO’s component is “Educational planning for refugees and host communities.” UNESCO implements the project in partnership with ARRA, UNICEF, UNHCR and Woreda Education Offices. Under this component, the project aims to build capacity on general crisis-sensitive education. Key activities that are ongoing or planned include capacity-building on education planning, GIS, education management information system, survey on crises education planning and management, training teachers and coordinating and integrating refugee education data with MoE. The three years project has a budget of USD 905,629 for all four components and about a third of this budget is committed for UNESCO’s component. MoE experts that work with education, UNHCR and UNICEF education team, ARRA, and Woreda education offices in the five regions that host refugees are the target beneficiaries of the project component.

ix. World Health Organization (WHO)

WHO is the directing and coordinating authority on international health within the United Nations system. It does this by: providing leadership on matters critical to health and engaging in partnerships where joint action is needed; shaping the research agenda and stimulating the generation, translation and dissemination of valuable knowledge; setting norms and standards and promoting and monitoring their implementation; articulating ethical and evidence-based policy options; providing technical support, catalysing change and building sustainable institutional capacity; and monitoring the health situation and assessing health trends. Its main areas of work are health systems; life-long health; non-communicable and communicable diseases; preparedness, surveillance and response; and corporate services. WHO supports countries as they coordinate the efforts of governments and partners – including bi- and multilaterals, funds and foundations, civil society organizations and the private sector³³.

Health (physical, mental and emotional well-being) is one of the core subjects for consideration with migrants. Response to health issues is also the core function of WHO in terms of producing strategic guidance, capacity-building, monitoring situations related to health and others. In this regard, WHO-Ethiopia has been and still is a core stakeholder for advocating, responding and coordinating to the health needs of people inclusive of migrants. WHO has been the pioneer in the detection, protection, prevention and response to the health problems of migrants, refugees and displaced people.

The work of WHO in Ethiopia focuses around three investment pillars: (1) responding to health emergencies; (2) building resilient health systems; and (3) reforming WHO for effectiveness. Its health emergency programme responds to any type of emergencies including refugees, labour migrants, returnees, victims, internally displaced person and others. WHO provides its emergency package to people that move en masse such as refugees and IDPs. This includes vaccinating Ethiopians and others before they enter the country. WHO also plays important roles in the management of

³³ <http://www.who.int/about-us>. Accessed on November 11, 2018.

cross border migration such as refugees by: strengthening capacity of clinical services; HIV/AIDS service (prevention and care, treatment, prevention of mother to child transmission); programme-integrated management of newborn and childhood illnesses; and others. It also works with refugees on the polio campaign, vaccination/immunization campaign and other campaigns which includes Ethiopian citizens and others that live in the country. WHO also has a neglected tropical disease programme for refugees who reside in peripheral areas. In 2017, for example, WHO responded to the Guinea worm disease outbreak in Gambella region. WHO coordinated the task force established to manage the epidemic. Its interventions included: effective management of cases; isolation of suspected cases for follow-up, and contact tracing of exposed individuals; cross border surveillance; entry point screening (48,827 people were screened); active case searches; and awareness-raising in the affected region including in the five refugee camps. WHO treats severe acute malnutrition (SAM) cases at emergency as well as refugee camps.

WHO has also been enhancing access to health services among IDPs. WHO has been supplementing the response of regional states affected by IDP with medical supplies and allocation of emergency health cluster funds to enable logistical support to health workers deployed from other regions. In 2017, WHO supported enhanced access to health services through: supplying drugs and medical supplies; training of human resources; and allocating funds and supplies through the health cluster to enable NGOs to operate health and nutrition mobile clinics in Oromia and Somali regions. WHO also enhances disease surveillance capacities in affected areas through deployment of personnel and other resources³⁴.

WHO is a member of a network called “Prevention of Sexual Exploitation and Abuse (PSEA),” which works mainly on refugees and IDPs to ensure that refugees, IDPs and others are protected from any sexual abuse by United Nations staff and others that are contracted by the United Nations. UNCT Resident Coordinator leads this network and members include United Nations Women, and other United Nations and non-United Nations organizations such as humanitarian actors. WHO is the lead co-chair for the UNDAF Result Group of Health and Nutrition, and the Health Population and Nutrition Partnership. WHO is also a member of other different humanitarian platforms: it serves as a Secretariat in some and coordinator in others.

x. *United Nations Population Fund (UNFPA)*

UNFPA, as an ICPD³⁵ agency of the United Nations, plays important roles on migration. One of the five pillars of the ICPD beyond 2014 is “place and mobility” (the other pillars being health, dignity and human rights, governance and accountability and sustainability). This being the case, UNFPA, among other things, promotes advocacy and policy dialogue and enhances the ability and capacity of governments to collect migration statistics, including gender-specific data. UNFPA also advocates for addressing the special concerns of women and young migrants, including the elimination of discrimination, abuse and trafficking. For example, in the upcoming fourth Population and Housing Census in the country, and in line with the SDGs theme and principle “leave no one behind”, UNFPA is supporting the comprehensive enumeration of refugees under the AMIF (Asylum, Migration and Integration Fund) project, which is being implemented in collaboration with UNHCR and ARRA.

34 WHO Country Office for Ethiopia. 2017 Annual Report.

35 ICPD stands for “International Conference on Population and Development”



In emergencies, UNFPA works with partners to meet the reproductive health needs of refugees and internally displaced women. UNFPA also provides reproductive health services and counselling for victims of trafficking, and provides technical assistance, training and support to governments and other agencies to help combat the problem. It also: builds the capacity of national and local institutions as well as service providers and community-based structures; and provides technical and financial support on data generation and utilizations to inform programming and for advocacy purposes. UNFPA is an active member of the United Nations migration working group and inter-agency collaboration on areas related to the returnees of migrants from KSA. It is also an active member of the protection cluster representing the child protection and GBV subcluster.

xi. European Union (EU)

The EU is one of Ethiopia's major development partners in the social, economic and trade sectors. Different projects are currently being carried out across a wide range of sectors in Ethiopia. The EU currently funds several regional and country projects on migration through its European Development Fund and the EU Trust Fund for Africa. Most projects on migration are funded through the EU Trust Fund for Africa. Established at the Valletta Summit on Migration in November 2015, the EU Emergency Trust Fund for Africa was created to address the root causes of instability, forced displacement and irregular migration and to contribute to better migration management. The Trust Fund for Africa is worth over € 3.4 billion, with over 88 per cent of the contributions coming from the EU, and around 12 per cent from EU Member States and other donors. The bulk of its resources are dedicated to the creation of jobs and economic development, especially for young people and women in local communities, with a focus on vocational training and the creation of micro and small enterprises. The other priority areas are supporting resilience to support basic services for local populations. The EU Trust Fund for Africa benefits a wide range of African countries that encompass the major migration routes to Europe. These countries are among the most fragile and affected by the migration crisis. Ethiopia is one of the eligible countries.

EU supports various migration initiatives in Ethiopia through its regional and national programmes. These initiatives focus on: enhancing the country's socioeconomic development and social capacities to make migration a choice; supporting reintegration returnees; supporting job creation initiatives; capacity-building to improve access to legal migration; strengthening management of labour migration; reducing human trafficking and smuggling; and others. Some new projects are also in the pipeline. EU currently supports 10 major national projects related to migration that cost over 250 million Euros. Ethiopia also benefits from regional projects financed by EU from its Trust Fund.

The European Union also supports humanitarian response in Ethiopia focusing on addressing the most urgent needs resulting from the continuing drought and the influx of refugees and responding to conflict-related displacement. The response to the drought concentrates on life-saving interventions such as: the emergency supply of safe water through water trucking and well rehabilitation; distribution of cash and food aid; detection and treatment of acutely malnourished children and pregnant or lactating women; prevention of cholera infection by dispensing water treatment chemicals; distribution of animal feed and health services to prevent livestock losses; and the distribution of essential items such as jerry cans, tarps and other household goods to the displaced populations. The EU funds the displacement tracking matrix, a system to track and monitor displacement and population mobility. The tool has made it easier to identify the needs of displaced people and assist them in a more timely and efficient manner.

xii. Department for International Development (DfID)

The Department for International Development (DfID) leads the UK's work to end extreme poverty. The UK's vision is that by 2020, Ethiopia will be transforming into a stable, industrialized, resilient, more inclusive country, able to self-finance its way out of poverty and harness the potential of its young people. DfID plans to contribute to this through a portfolio of programmes which aim to significantly raise standards in education, family planning, water and sanitation. It plans to invest in Ethiopia's economic development by supporting the creation of industrial parks, the generation of jobs (for Ethiopians and refugees) and better incomes, and by catalysing new investment³⁶. DfID works collaboratively with the government of Ethiopia as well as with contractors, other donors, non-governmental organizations and civil society in Ethiopia. DfID also works with organizations such as the World Bank, African Development Bank and United Nations agencies including UNICEF, ILO, IOM, UNHCR, WFP and the Office for the Coordination of Humanitarian Affairs.

DfID currently supports several projects in Ethiopia. Some of the projects are directly related to migration while others are indirectly related to migration issues. Some of the projects financed by DfID that are related to migration are presented in the table below.

■ **Table 4: Migration and Related Projects Funded by DfID in Ethiopia**

Project title	Budget	Timeline	Project objective
Support to Refugees and Migration programme in Ethiopia	£122,146,940	2016-2022	Support displacement-affected people and host communities in marginalized areas of Ethiopia through improved basic social services (including education, health, WASH), livelihoods and vocational training, shelter and protection. Support in areas of outward migration and in response to migration challenges.
Building Resilience in Ethiopia (BRE)	£145,000,000	2017-2022	Build Ethiopia's resilience to shocks by seeking to support the Government of Ethiopia to lead an effective and accountable humanitarian response system.
Improved Labour migration governance to protect migrant workers and combat irregular migration	GBP 2.7 Million	January 2017 to December 2020	Support the efforts of the Government of Ethiopia (GoE) and Civil Societies in improving labour migration governance to better address migration challenges in Ethiopia and combat irregular migration.
Private Enterprise Programme Ethiopia	£69,903,419	2012-2020	Support access to finance for small and medium-sized businesses, especially those owned and run by women, and support productivity and growth in the horticulture, leather and textiles sectors in order to raise incomes and create jobs.
Jobs Compact Ethiopia	£79,997,000	December 2017 to January 2018	Create jobs for Ethiopians and refugees residing in Ethiopia. This project will support Ethiopia's industrialization strategy and job creation efforts through the development of two industrial parks, directly creating at least 100,000 jobs.

Source: <https://devtracker.dfid.gov.uk/countries/ET/projects>

36 DFID Ethiopia Profile 2017. https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/630866/Ethiopia.pdf



xiii. Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

GIZ is currently implementing various programmes. Some of these programmes target refugees and migrants. GIZ is primarily working on migration and development and its role is to capacitate the government to manage migration better. The Programme “Migration for Development” (PMD) is one such programme that is implemented by the Centre for International Migration and Development (CIM), which is run jointly by GIZ GmbH and the Federal Employment Agency’s International Placement Services. Ethiopia is one of the 24 countries in the world that benefits from the programme. The programme is currently active in a total of 24 countries and Ethiopia is a beneficiary of one of the two modules that aims to strengthen development-related contribution of migrants in their countries of origin (by working as returning experts, diaspora experts, starting their own business or getting involved in diaspora organizations), and improve the framework conditions for legal migration.

“Better Migration Management Programme” is another programme that is being implemented by GIZ. A total of EUR 46 million is available for the programme (EUR 40 million from the EU and EUR 6 million from the German Federal Ministry for Economic Cooperation and Development (BMZ)). The programme runs from 2016 to 2019 and Ethiopia is one of the Horn of Africa countries that are benefiting from the programme. The overall objective of the programme is to improve migration management in the region, and to address the trafficking and smuggling of migrants within and from the Horn of Africa. GIZ GmbH is implementing the programme in partnership with European and International agencies (British Council, CIVIPOL, Expertise France, GIZ, Italian Department of Public Security, IOM, UNODC), and in close collaboration with the African Union Commission and the Intergovernmental Authority on Development (IGAD). GIZ has also another programme with which it provides vocational training to the refugees and host communities. In this programme, GIZ works with implementing partners such as Ethiopian Orthodox Church Development and Interchurch Aid Commission (DICAC), Jesuit Refugee Service (JRS), and The Lutheran World Federation (LWF).

xiv. Government of United States of America in Ethiopia

Under the US system, three main departments/agencies deal with migration and related issues. The first and main is USAID, which works on foreign disaster and IDPs as well as humanitarian related activities. The second is the Department of Labour, which deals with labour migration issues, mainly focusing on anti-trafficking and smuggling in Amhara and SNNPR and other parts of Ethiopia. The third is the State Department, which manages and supports Population, Refugee and Migration issues. The primary implementer for this is World Vision in addition to IOM, UNHCR, ARRA and others. The Regional Refugee Coordination Office is also based in Addis Ababa. It is responsible for the monitoring and evaluation (M&E) of all refugee assistance projects in the Horn of Africa funded by the US State Department’s BPRM. BPRM’s main implementing partner for refugee assistance is the United Nations High Commission for Refugees (UNHCR). Other partners include the World Food Programme (WFP), the United Nations Children’s Fund (UNICEF), the International Committee of the Red Cross (ICRC), and the International Organization for Migration (IOM). The Refugee Coordinator also works closely with host-government partners aiding refugees.



xv. *French Embassy*

The French Embassy: cooperates in the fight against human trafficking and smuggling; supports institutional governance and technical assistance; and supports the response to needs of vulnerable migrants and victims of trafficking. These activities are undertaken with the aim of regional and international law enforcement cooperation; rights-based approach for addressing mixed migration; and durable solutions. The current and future priorities of the embassy are: reinforcing regional and EU-Horn of Africa (EU/HoA) peer to peer knowledge and capacity; strengthening protection and assistance to Victims of Trafficking (VoTs) and migrants at risk; and ensuring durable solutions for vulnerable migrants, particularly children. One of these projects is the 6 million Euros regional project entitled “Addressing mixed migration East Africa”, which supports countries in Horn of Africa in addressing mixed migration flows and paves the way for strengthening the link between refugees, forced displacement and development. The other one is the “Better Migration Management” project, which aims to strengthen the rights of migrants and protect them from violence, abuse and exploitation.

xvi. *Embassy of the Netherlands*

In the Horn of Africa, the Netherlands is heading the EU’s Regional Development and Protection Programme (RDPP), which aims to develop durable solutions for protracted refugee situations, thereby improving prospects for refugees, IDPs and host communities. The RDPP has a portfolio of around Euro 150 million. The Netherlands contributes Euro 7.5 million. RDPP’s programmes in Ethiopia focus on capacity-building, protection, integrated services and socioeconomic development. The Netherlands also contributes a total of about Euro 17 million to bilateral projects in four countries in the Horn of Africa that include Ethiopia and aim at improving prospects for refugees and host communities by involving the private sector and supporting local authorities with refugee protection and registration. The Netherlands Embassy in Ethiopia is a member of different task forces, including the refugee donor group, EU+ migration group, RDPP steering committee, AMIF joint coordination meeting and others. The Netherlands Government is currently contributing to different projects in Ethiopia relating to migration. These include the Comprehensive Refugee Response Framework, Civil registration for Refugees, Regional Development and Protection Programme in Ethiopia, strengthening child protection and protection against Sexual and Gender Based Violence (SGBV), and Monitoring and Evaluation.

xvii. *Embassy of Italy*

Italy supports the Ethiopian efforts in the field of migration, through bilateral programmes and within the framework of intercontinental initiatives, such as the Khartoum Process, which is currently chaired by Italy. Its programmes are aimed at tackling the root causes of migration, improving living conditions of refugees and IDPs, and promoting legal routes of migration. Moreover, the Italian Carabinieri are involved in countering trafficking and smuggling of migrants within the framework of the programme Better Migration Management, funded by the EU and implemented by GIZ. Italy’s migration-related objectives include contributing to the improvement of the socioeconomic and living condition of refugees, IDPs and migrants in the intervention areas. Italy contributes, through its share of the EU budget, to all the EU funded projects and programmes implemented by the European Union in Ethiopia. Italy is strongly engaged in the global effort to fight irregular migration, and is the second largest contributor, with € 108 million, to the European Union Emergency Trust

Fund for Africa. Italy is at the forefront of protection activities in favour of refugees and IDPs, especially for women, children and vulnerable groups.

Stemming Irregular Migration in Northern and Central Ethiopia Programme (SINCE) is one of the various initiatives that is being implemented by the Italian Government in Ethiopia. The Overall Programme has a total budget of € 20 million and is financed under the European Union Emergency Trust Fund for Africa (EUTF), addressing the root causes of irregular migration and displacement in Africa. Over 14 million Euros were given to grantees in 2017. As shown in the table below, SINCE is implemented through seven programme grant beneficiaries and 22 co-beneficiaries. The co-beneficiaries range from charity organizations to trade unions to business organizations and higher education institutions. SINCE Programme grantees along with their projects are presented in the table below.

xviii. Italian Agency for Development Cooperation

The Italian Agency for Development Cooperation (AICS), acting under the umbrella of the Ministry of Foreign Affairs and International Cooperation, is an organization with a wide-ranging mandate and autonomous legal status and budget. The Agency is the operative platform of the Italian development cooperation system, and it is called to perform activities associated with the processing, development, financing, management and control of international cooperation initiatives in partner countries.

AICS has deep knowledge and experience in Ethiopia, which is the country receiving the second largest contribution worldwide. In the migration sector, AICS is financing multiple interventions, implemented in different Regional States, especially in areas prone to migration and with a high rate of returnees such as Addis Ababa, Amhara, Oromia and Tigray.

The Ethio-Italian Cooperation Framework for the period 2017-2019 includes a pillar dedicated to “Governance and Migration” for initiatives amounting to 16.15 million Euro.

Other than the Ethio-Italian Cooperation Framework, AICS uses several other channels to realize initiatives in the area of migration: i) Humanitarian funding, ii) the Italian Fund for Africa, established to finance cooperation initiatives to fight against human trafficking and illegal migration. Both i) and ii) are mainly implemented through NGOs, and in partnership with Ethiopian Civil Society Organizations. Other initiatives are funded through iii) multilateral funding, particularly to IOM, UNHCR, UNICEF and UNIDO and iv) bilateral Initiatives.

Under this wide umbrella, and thanks to synergies and coordination between all the initiatives, AICS created a comprehensive strategy that aims at mitigating the root causes of irregular migration, focusing on both primary and secondary movements. The strategy targets potential migrants, returnees, refugees and migrants in transit.

This portfolio of initiatives promotes: job creation (textile and agro-industry among others); the strengthening of social and basic services, with a special focus on TVET; protection and the fight against trafficking and people smuggling.

AICS participates in the main coordination platforms relevant for this sector such as EU + Migration Coordination Group, Humanitarian Resilience Donor Group (HRDG) and Refugee Donor Group.

xix. Embassy of Denmark

The Government of Denmark supports a project entitled “Enhancing Migration Management in Ethiopia and Promoting Voluntary Return and Reintegration of Ethiopians.” The project is being implemented by IOM working with governmental and non-governmental organizations in charge of migration management as well as rehabilitation and reintegration support, namely the Ministry of Foreign Affairs, Labour and Social Affairs, Women and Children Affairs, Education, Youth and Sports and their local branches, the Federal Attorney General’s Office, Ethiopian diplomatic missions abroad, the Federal and Regional Police Commissions, members of Network of Victim Assistance Service Providers (NoVASP), Micro and Small Enterprise Development Agency, National Anti-Trafficking in Persons (TiP)/SoM Task force, local media outlets, community and religious leaders and young people’s and women’s associations.

xx. Other bilateral and funding organizations

In addition to the bilateral organizations described above, there are others such as the Norwegian Ministry of Foreign Affairs, Finnish Embassy, Irish Aid, Swedish International Development Cooperation Agency (SIDA), the British Council and others that fund migration programmes in Ethiopia. They mainly support emergency response programmes in the country. Several international organizations were also identified as donors of migration programmes that are being implemented in Ethiopia. These include the IKEA Foundation, Save the Children Italy Private Funds, Freedom Fund UK, the Japan Platform, Freedom Fund through Geneva Global, GAC, EHF, OAK Foundation, Welthungerhilfe (German Agro-Action), Kinderpostzegels Nederland Management Agency, Pact USAID, Ipas Ethiopia, Terre des Hommes Netherlands, Woord en Daad, Master-Card Foundation, Caritas Luxembourg, Caritas Austria, Caritas Lebanon, Rotary International and International Federation of Red Cross Crescent Societies. Public-private cooperation platforms such as the Japan Platform (JPF), established in cooperation with the Government of Japan, the Japanese business community and NGOs, also fund some refugee projects.

Table 5 on the following page shows bilateral and intergovernmental organizations and their areas of work on migration in Ethiopia.



Table 5: Mapping of bilateral and intergovernmental organizations working on migration

Federal Government bodies	Formulate/Adopt conventions and standards and/or support formulation of national laws and/or institutional framework	Enforcement of international conventions, laws and regulatory frameworks on anti-trafficking and/or labour migration – or supporting law enforcement	Prevention of irregular migration and promotion of legal migration	Assistance programmes to labour migrants, victims and returnees of trafficking	Assistance programmes to IDPs	Assistance programmes to refugees	Data-collection, and monitoring of flows	Counter trafficking and smuggling
ILO	●	●	●	●			●	
IOM	●	●	●	●	●	●	●	●
UNHCR	●	●	●	●	●	●	●	●
UNIDO			●	●				
UNODC	●	●	●	●			●	●
UNWFP				●	●	●		
UNICEF					●	●	●	
UNFPA				●	●	●	●	●
UNESCO						●		
WHO				●	●	●		
EU	●		●	●	●	●	●	
DfID	●		●	●				
GIZ	●		●					
US Government Agencies in Ethiopia			●	●	●	●	●	
French Embassy	●	●	●	●			●	
Netherlands Embassy					●	●		
Embassy of Italy	●		●	●	●	●	●	
Italian Agency for Development Cooperation (AICS)			●	●	●	●		
Danish Embassy	●			●				

2.2.2.3. NGOs

Several charitable, religious, mass-based societies and other types of non-governmental organizations are currently implementing different programmes and projects on migration. Most NGOs programmes target refugees. Over 120 NGOs working on migration were identified through the mapping study (see table below). Most of these NGOs currently have active programmes or projects on migration. The number of NGOs working on migration may even be higher as some NGOs might not have been identified by the mapping exercise.

■ **Table 6: List of NGOs working on migration**

1. Abebech Gobena Childcare and Development,	66. Islamic Relief Worldwide Ethiopia Office
2. Action Against Hunger	67. Jerusalem Children and Community Development Organization - JeCCDO
3. Action Contre La Faim	68. Jesuit Refugee Service
4. Action for Social Development and Environmental Protection Organization	69. Kidane Kebede Fitihawok
5. Action for the Needy in Ethiopia	70. Lay Volunteers
6. Adult and Non-Formal Education Association	71. LIVE-Addis Ethiopian Residents Charity
7. Adventist Development and Relief Agency	72. MACEPAPATH-III
8. Africa Humanitarian Action	73. MahibereHiwot for Social Development
9. Africa Humanitarian Action (AHA)	74. Médecins Sans Frontières (Holland)
10. African Humanitarian Aid and Development Agency	75. Mekedonia
11. Agar Ethiopian Charitable Society	76. Mission for Community Development Programme (MCDP)
12. Agricultural and Rural Development Office	77. Mother and Child Development Organization
13. ALBIR /ADHOC	78. Mothers and Children Multisectoral Development Organization (MCMDO)
14. Amhara Development Association (ADA)	79. Muday Association
15. ANPPCAN-Ethiopia	80. National Organization of Rehabilitation Development Department (NORAD)
16. Arat Kilo Childcare and Community Development	81. Natural Resources Development and Environmental Protection
17. Association for Forced Migrants	82. Neberet Gelaw media and promotion plc
18. Association for Rehabilitation of Girls	83. NILY Foundation
19. Association for Women's Sanctuary and Development	84. Nolawi Services or Good Shepherd
20. Association of Women in the Avenue of Development	85. Norwegian Refugee Council
21. Associazione Internazionale Volontari Laici - LVIA	86. Norwegian Church Aid
22. Bethsaida Restoration Development Association (BRDA)	87. Opportunities Industrialization Centres Ethiopia
23. Beza Organizing Association of Women in Need	88. Organization for Prevention, Rehabilitation and Integration of Female Street Children (OPRIFSC)



24. BEZA Posterity	89. Organization for Child Development and Transformation (CHADET)
25. CARE Ethiopia	90. Organization for Prevention, Rehabilitation and Integration of Female Street Children
26. Catholic Relief Services	91. Organization for Sustainable Development
27. Centre for Human Right Studies	92. Organization for welfare and Development in Action (OWDA)
28. Centre for Victims of Trauma	93. Organization for Women in Self-Employment
29. CIFA Onlus – Centro Internazionale per l’Infanzia e la Famiglia	94. Oromia Development Association
30. Comitato Internazionale Per Lo Sviluppo Dei Popoli (CISP)	95. Oromia Diaspora Association
31. Concern Worldwide	96. Oxfam
32. COOPERAZIONE Internazionale, COOPI	97. Partner for Refugee Service
33. Dan Church Aid	98. Partnership for Pastoralists Development Association
34. Danish Refugee Council	99. Pastoralist Welfare Organization
35. Development Expertise Centre	100. People in Need (PIN)
36. Doctor with Africa CUAMM	101. Plan International Ethiopia
37. Dorcas Aid Ethiopia	102. Professional Alliance for Development (PADet)
38. Edukans Foundation	103. Project Concern Ethiopia
39. Elshaday	104. Project Office for Returnees for Norway
40. Emmanuel Development Association	105. Rass Agez
41. Emmanuel Home for Destitute Children and Vocational Training Centre	106. Rehabilitation and Development Organization (RaDO)
42. EOSA	107. Relief Society of Tigray (REST)
43. Ethiopian Catholic Church Development Organization	108. Rescue the Child and Youth
44. Ethiopian Catholic Church Social and Development Commission	109. Retrak
45. Ethiopian Catholic Relief	110. Save The Children International
46. Ethiopian Evangelical Church Mekane Yesus Development and Social Service Commission	111. Save the Environment Ethiopia
47. Ethiopian Evangelical Church – Mekaneyesus Development and Social Service Commission	112. Save Your Generation
48. Ethiopian Orthodox Church Development and Interchurch Aid Commission (EOC-DICAC)	113. SNV
49. Ethiopian Orthodox Church Development and Interchurch Aid Commission Refugee and Returnee Affairs Department	114. Stichting EDUKANS

50. Ethiopian Red Cross Society	115. Terre des Hommes Netherlands
51. Etho-Gulf Development Association /EGDA/	116. Tigray Development Association
52. Forum on Sustainable Child Empowerment (FSCE)	117. The Lutheran World Federation
53. GAIA Association	118. Volontariato Internazionale per lo Sviluppo (VIS)
54. GOAL	119. Wabe Children's Aid and Training (WCAT)
55. Good Samaritan Association	120. World Vision Ethiopia
56. HelpAge International	121. ZOA-Ethiopia
57. Hiwot integrated Development Association	122. Mother Theresa
58. Hope Enterprise	123. Ethiopian Chamber of Commerce and Sectoral Association
59. Hope for Children Organization Australia (HFC-AUS)	124. Confederation of Ethiopian Trade Unions
60. HUMEDICA Ethiopia	125. Youth Federation
61. ICRC	126. Women Federation
62. Innovative Humanitarian Solutions (HIS)	127. Ethiopian Employers Federation
63. International Centre for Children and Family	128. Consortium of Christian Relief and Development Association
64. International Medical Corps	129. Voluntary Service Overseas (VSO)
65. International Rescue Committee	

i. NGOs working on prevention of irregular migration, labour migration, IDPs, returnees and victims

Limited numbers of NGOs work on labour migration, victim assistance and returnee reintegration, and IDPs. The number of NGOs working on labour migration is even smaller. Most NGOs working on migration other than refugees mainly intervene in prevention of irregular migration, returnee reintegration and victim assistance. The major NGO intervention areas to prevent irregular migration are awareness-raising, targeting unemployed young people, returnees and their families. Other support for victims of irregular migration and returnees includes the provision of reunification and rehabilitation support and supporting reintegration efforts. Few charitable NGOs work on IDPs. Some of the NGOs working on potential migrants, victims of trafficking and returnees, and IDPs are mapped in the table next page.



■ **Table 7: Mapping of some NGOs working on potential migrants, victims of trafficking, IDPs and returnees disaggregated by intervention thematic areas and target groups**

Areas of Intervention	Target Groups		
	Potential migrants (Prevention)	Victims of human trafficking and returnees	IDPs
Awareness-raising	Ethiopian Catholic Church Social and Development Commission Good Samaritan Association Professional Alliance for Development (PADet) ANPPCAN-Ethiopia Terre des Hommes Netherlands Forum on Sustainable Child Empowerment MahibereHiwot for Social Development LIVE-Addis Ethiopian Residents Charity AgarEthiopia Charitable Organization Political parties Emmanuel Development Association	ANPPCAN-Ethiopia Terre des Hommes Netherlands FSCE Forum on Sustainable Child Empowerment MahibereHiwot for Social Development Emmanuel Development Association	
Livelihood	Ethiopian Catholic Church Social and development commission Adigrat Branch Save the Children HIS Professional Alliance for Development (PADet) Wabe Children's Aid and Training (WCAT) ANPPCAN-Ethiopia Terre des Hommes Netherlands Mothers and Children Multisectoral Development Organization FSCE Forum on Sustainable Child Empowerment MahibereHiwot for Social Development Opportunities Industrialization centres Ethiopia	Ethiopian Catholic Church Social and development commission Adigrat Branch Save the Children Emmanuel Development Association ANPPCAN-Ethiopia Terre des Hommes Netherlands Forum on Sustainable Child Empowerment MahibereHiwot for Social Development LIVE-Addis Ethiopian Residents Charity Hope for Children Organization Australia (HFC-AUS)	Pastoralist Welfare Organization
	Development Expertise Centre World Vision Confederation of Ethiopian Trade Unions (CETU) Ethiopian Employers' Federation (EEF) Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA) Youth Federation Women Federation CCRDA Emmanuel Development Association	Bethsaida Restoration Development Association Ethiopian Employers' Federation (EEF) Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA) Youth Federation Women Federation	

Areas of Intervention	Target Groups		
	Potential migrants (Prevention)	Victims of human trafficking and returnees	IDPs
Education	Save the Children Wabe Children's Aid and Training (WCAT) Terre des Hommes Netherlands Mothers and Children Multisectoral Development Organization Forum on Sustainable Child Empowerment	Save the Children Emmanuel Development Association Terre des Hommes Netherlands Forum on Sustainable Child Empowerment EOC-DICAC	EOC-DICAC
Health, Nutrition and WASH	Wabe Children's Aid and Training (WCAT) Mothers and Children Multisectoral Development Organization	EOC-DICAC Good Samaritan Association Mother Teresa	Action Against Hunger Pastoralist Welfare Organization Mothers and Children Multisectoral Development Organization Norwegian Church Aid Ethiopian Red Cross Society EOC-DICAC
Emergency Food Security and Shelter			Action Against Hunger Pastoralist Welfare Organization Mothers and Children Multisectoral Development Organization Norwegian Church Aid
Rehabilitation, reunification reintegration and alternative family-based care arrangement	Professional Alliance for Development (PADet) Forum on Sustainable Child Empowerment	Good Samaritan Association Ethiopian Catholic Church Social and Development Commission HIS Emmanuel Development Association ANPPCAN-Ethiopia Terre des Hommes Netherlands Forum on Sustainable Child Empowerment MahibereHiwot for Social Development LIVE-Addis Ethiopian Residents Charity Ethiopian Red Cross Society AgarEthiopia Charitable Organization Nolawi Services or Good Shepherd	



Areas of Intervention	Target Groups		
	Potential migrants (Prevention)	Victims of human trafficking and returnees	IDPs
		Hope for Children Organization Australia (HFC-AUS) Mission for Community Development Programme (MCDP) Ethiopian Red Cross Society Religious institutions Mother Teresa	
System strengthening, capacity-building and coordination	Forum on Sustainable Child Empowerment LIVE-Addis Ethiopian Residents Charity Association for Forced Migrants (AFM) CCRDA	Forum on Sustainable Child Empowerment LIVE-Addis Ethiopian Residents Charity	

ii. Mapping of NGOs working on Refugees in Ethiopia

Several NGOs implement different projects on refugees. Their projects cover different sectors, including protection, education, health and nutrition, shelter and infrastructure, environment, WASH, livelihood and others. The list of these NGOs include Action Contre La Faim (ACF), Africa Humanitarian Action (AHA), Action For The Needy in Ethiopia (ANE), Action for Social Development and Environmental Protection Organization (ASDAPO), Agricultural and Rural Development Office (ARDO), Catholic Relief Services (CRS), Centre for Victims of Trauma (CVT), Concern Worldwide (CWW), Dan Church Aid (DCA), DEC, Ethiopian Orthodox Church Development and Interchurch Aid Commission Refugee and Returnee Affairs Department (EOC-DICAC), Danish Refugee Council (DRC), Ethiopian Evangelical Church – Mekaneyesus Development And Social service Commission (EECMY), GAIA Association (GAIA), GOAL, Gambella Rural Road Authority (GRRRA), HUMEDICA Ethiopia, Innovative Humanitarian Solutions (HIS), International Medical Corps (IMC), International Organization For Migration (IOM), International Rescue Committee (IRC), Jesuit Refugee Service (JRS), The LWF, Mother And Child Development Organization (MCDO), Mothers and Children Multisectoral Development Organization (MCMDO), Médecins Sans Frontières (Holland) (MSF-H), Norwegian Refugee Council (NRC), Natural Resources Development and Environmental Protection (NRDEP), Opportunities Industrialization Centres Ethiopia (OICE), Organization For Sustainable Development (OSD), OXFAM GB, Partnership For Pastoralists Development Association (PAPDA), Plan International Ethiopia (PIE), Partner For Refugee Service (PRS), Pastoralist Welfare Organization (PWO), RaDO, Save The Children International (SCI), Save The Environment Ethiopia (SEE), and World Vision (WVI). These NGOs are mapped against their areas of intervention in the table on the following page.

■ **Table 8: Mapping of NGOs working on Refugees**

Sector	Subsector	Name of NGO
Protection	SGBV-Prevention	IRC AHA RaDO MCDO PAPDA IMC PI DRC
	SGBV-Response	IRC AHA RaDO DICAC RaDO PI DRC IMC
	Child Protection	IHS IRC AHA MCDO JRC SCI PI DRC
	Support to people with specific needs	HIS JRS EECMY RaDO DICAC ANE
	Sport and recreational activities	JRS RTP DRC PI
Education	ECCE (Early Childhood Care and Education)	IRC DICAC AHA DICAC ASDPO ANE SCI PI
	Primary Education	DICAC SCI
	Secondary Education	DICAC WVI
	Non-Formal, Adult Education	IRC AHA DICAC JRS MCDO SCI NRC WVI
	School Feeding	IRC AHA SCI
Health and Nutrition	Primary Health Care	MSF-H DICAC HUMEDICA IRC GLRA
	HIV/AIDS/ Reproductive (Community and Facility based)	DICAC MCDO AHA MSF-H
	Psychosocial and mental Health Support (Facility Based)	CVT MSF-H IMC RaDO IRC GLRA
	Psychosocial and Mental Health Support (Community Based)	HIS MSF-H CVT IMC
	Nutrition (OTP, SFP, BFP and SECURITY COUNCIL)	GOAL IMC CWW ACF
WASH	Water	IRC ANE AHA GOAL LWF NRC
	Sanitation and hygiene promotion	IRC AHA GOAL ANE NRC WVI DCA OXFAM
Shelter and Infrastructure	Shelter	NRC DEC AHA SEE ANE AHA IOM DRC
	Road Construction	ANE
Environment and Energy	Environmental Protection and Rehabilitation	ARDO offices OSD SEE NRDEP
	Energy	EECMY OSD GAIA ANE
	Core Relief Item Distribution	DICAC
Livelihood	Vocational Skill Training including Technical vocational education and training (TVET)	IHS OICE NRC EECMY DICAC DCA MCMDO IRC JRS ANE WVI DRC WVI
	Agriculture	HIS LWF REST PWO MCMDO
	Livestock	IHS ANE WYPDO DCA
	Microfinance and small enterprises including Cash Based Interventions	HIS NRC EECMY DICAC LWF REST

Source: adapted from ARRA's Accountability Matrix 2017



iii. *Umbrella Organizations of Civic Societies*

Some umbrella organizations support migration programmes in the country. A consortium of charity NGOs, young people's and women's federations, employers' federation, trade union confederation and federation, interreligious council, and chambers of business associations are among the key umbrella organizations that support existing initiatives through membership of anti-human trafficking task forces established at national, regional and lower government levels. A brief description of the current activities of some of these umbrella organizations is presented below.

- **Consortium of Christian Relief and Development Association (CCRDA):** CCRDA is an umbrella organization for around 400 charity and society organizations (CSOs) in Ethiopia. Its main activities are building the capacity of member organizations, mobilizing funds on their behalf and facilitating networking and information exchange between members. The Association also provides some administrative support to some of its members. It does not have programmes or projects that directly benefit individuals. Its beneficiaries are member NGOs. CCRDA does not also have programmes or projects on migration. It is not involved directly in migration management, but it is involved indirectly through capacity-building, coordination and networking between members with programmes on migration. Since 2013, the association has been mobilizing and coordinating its members to provide necessary support to returnees from Saudi Arabia. Some of its members work on rehabilitation of returnees/victims, prevention of illegal migration, awareness-raising, and other related areas. A working group for safe migration with seven member organizations working on migration is being coordinated by CCRDA.
- **Confederation of Ethiopian Trade Unions (CETU):** the Confederation of Ethiopian Trade Unions (CETU) is the national organization representing workers in the country. There are 1600 trade unions with half a million members who are members of CETU. The major objective of CETU is to protect the rights and benefits of employees. The Women's Affairs division is the responsible department regarding migration in CETU. It creates awareness among employees at all levels (federal to regional level). Member employees who earn low salaries are believed to be particularly vulnerable to migration. Hence, CETU awareness-raising work mainly focuses on women employees and sectors that employ great numbers of women such as textile, flower farms and others in which employees may be low-paid. The awareness-raising covers safety issues, rights of employees and women at work, and illegal migration problems and consequences. However, CETU does not have any budget allocated for the migration work. CETU is a member of the national anti-human trafficking task force and its role focuses mainly on protection. As a member of the national task force, CETU sends its plan and midyear report to the task force. CETU works closely with ILO, IOM and MoLSA.
- **Ethiopian Employers' Federation (EEF):** Ethiopian Employers are collectively represented by the Ethiopian Employers' Federation (EEF). It was established in 1964 and re-established in 1997. At present EEF consists of 17 employers' associations and 1,250 enterprises. The federation has 12 regional branch offices located in major towns with a large number of employers. The Federation aims to safeguard and defend the interests of employers and, by extension, the promotion of free enterprise in Ethiopia. It provides different services to members, including: lobbying and advocacy on behalf of employers; industrial relations and legal representations; capacity-building and others. The Federation undertakes different activities as part of its corporate social responsibility. It works on anti-Human Trafficking activities in collaboration with ILO and MoLSA, and Confederation Trade Unions. It provides training to employers, religious leaders,

broker agencies and victims. The federation also supports reintegration of returnee reintegration by participating in the technical committee established to implement the ILO project.

- **Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA):** the Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA) is an umbrella, autonomous, non-profit, non-partisan and membership-based private sector organization. It was established with the aim of prompting trade and investment, among other things, in a bid to create a business-friendly environment and vibrant private sector, working in partnership with the government, business community, development partners and other stakeholders and the society at large. The Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA) has 18 members including nine Regional Chambers of Commerce and Sectoral Associations, two City Chambers of Commerce and Sectoral Associations, one National Chamber of Sectoral Associations and six Sectoral Associations organized at national level. ECCSA is a member of the national anti-human trafficking task force. It has recently prepared a charter and submitted it to higher officials for approval. The charter was developed to enable the Association to coordinate and mobilize the business community for implementation of activities on prevention of irregular trafficking, supporting returnees and IDPs. By coordinating the business community, the association has a plan to respond the basic needs of IDPs, returnees and potential migrants. The Association's interventions will focus on job creation for returnees, victims and potential migrants and contributing to the management of irregular human migration. Its intervention is expected to be financed through mobilization of resources from the business community.
- **Ethiopian Youth and Women Federations:** the Ethiopian Youth Federation mostly works on irregular migration focusing on young people. The Federation believes that the main factor behind migration is unemployment. Hence, its activities focus on working with different government bodies to create new jobs for young people. To this end, unemployed young people are identified in urban and rural areas and the federation creates a plan together with different stakeholders for new job creation and employment within different government sectors. Apart from facilitating job creation, the Federation works on awareness-raising to change attitudes of young people towards good working culture. The Federation also provides information to enable young people to gain access to employment opportunities and change their lives. Furthermore, the Federation promotes the use of regular migration routes for young people seeking overseas employment. The Federation does not, however, have separate programme for migration. It also does not have migration-specific resources. The Federation lacks a plan of its own due to lack of capacity and resources, but it implements migration-related activities because its staff work on youth issues. Some of the key government agencies the Federation closely works with include the Ministry of Youth and Sports, Urban and Rural Job Creation Agencies, Ministry Industry/ Industrial Parks Corporation, Attorney General and several other governmental organizations. The Federation also works with IOM with regard to migration, but it does not currently work with some key government bodies such as MoLSA and the Federation expressed a strong desire to change this situation in the future. The Youth Federation influences the works of partner government bodies by participating in their planning and review meetings and advocating for young people in each programme. The Ethiopian Youth Federation is a member of the national anti-trafficking task force. The federation is represented by its secretary in the task force and its president in the national council. Women's federations are also part of the national anti-trafficking task force.
- **Ethiopian Red Cross Society (ERCS):** ERCS is an auxiliary institution to the national government. It is a humanitarian organization working in partnership with the Ethiopian government, the



International Federation of the Red Cross and Red Crescent Societies (IFRC), the International Committee of the Red Cross (ICRC), partnering national societies, volunteers and its beneficiaries. Since its establishment, ERCS has been rendering various services to communities vulnerable to and affected by natural and man-made disasters through provision of ambulance service, community-based first aid service, emergency responses, restoring family links, essential drug programme, water and sanitation, HIV/AIDS and related services. It also runs disaster risk reduction programmes like food security, climate change adaptation, livelihood diversification and institutional capacity-building interventions with the aim of creating resilient households and communities. ERCS has a structure consisting of 11 regional branches, 33 zonal branches, 177 woreda branches and 5265 kebele Red Cross committees.

ERCS's role in migration is very minimal particularly as related to returnees, potential migrants and IDPs. It plays a role with refugees under its family tracing programme. ERCS also provides Non-Food Items (NFI) to people displaced from Somali region. ERCS has also been providing ambulance service phone lines for family tracing for Ethiopian returnees. The Society used to have a small EU-funded livelihood programme for returnees in Gondar and North Wollo that it implemented in partnership with African network for Prevention and Protection of Children against Maltreatment and Neglect (ANNPCAN), PADET and CCRDA. Under this livelihood programme it supported returnees' reintegration with capacity-building and awareness activities. The Society is currently in the process of developing a five-year strategic plan that gives due attention to migration. ERCS is also expecting to work in partnership with Danish Red Cross on a project that is in the process of development-targeting potential migrants in North-West Tigray, North Gondar and Arsi zone. At present, ERCS is not a member of any coordination platform connected with migration.

- **Oromia Diaspora Association:** the Oromia Diaspora Association supports migration programmes. The association has been implementing programmes in some areas in Oromia region.

iv. Religious Institutions and Community Leaders

- **Ethiopian Interreligious Council:** the Council is composed of seven member religious institutes. Its members are Ethiopian Orthodox Tewahedo Church, Ethiopian Islamic Affairs Council, Ethiopian Catholic Church, Ethiopian Adventist Church, Ethiopian Evangelical Church Mekaneyesus, Evangelical Churches Fellowship of Ethiopia, Ethiopian Kale Hiwot Church. The Council and its members have regional branches. The Council does not have any active projects on migration due to lack of budget, but it is involved in prevention of irregular migration through awareness-raising activities. It creates awareness through religious teachings that attach high value to human dignity. It also works on reintegration of returnees. Its members also work on different aspects of migration management, including rehabilitation, IDP management, refugees, awareness-raising etc. Regional level interreligious councils such as the Oromia Interreligious Council and others have been involved in resolving the situation of IDPs that were displaced by conflict. The Council works with ILO in the area of awareness-raising in Amhara, Oromia and Tigray regional states. It also receives training and technical support from IOM. The Council and its members are part of the national anti-trafficking task force.
- **Religious institutions and religious leaders:** member religious institutions often engage in prevention of irregular migration through awareness-raising. Some religious institutions such as the Ethiopian Orthodox Church, for example, are also involved in psychological and economic

rehabilitation of returnees. The religious institutions are members of anti-trafficking task forces established at national and regional as well as lower administration levels. Religious institutions such as the Islamic Affairs Council have also created mechanisms to reduce irregular migration. The Islamic Affairs Council has established a committee to control irregular migration mainly at the time of Haji/Islamic pilgrimages to Mecca. Through their development wings, they also implement different projects on migration. Community and religious leaders also support existing initiatives on migration by raising awareness among the communities about the consequences of illegal migration.

v. *State-Owned Business Enterprises and Service Providers*

Some federal government-owned corporations and service providers provide support or implement programmes on migration. Ethiopian Airlines, for example, offers discounted ticket prices for returnees. Other public service providers that support some aspect of migration also include Ethiopian Press Enterprise, National Theatre, Ethiopian Broadcasting Corporation, National Theatre and Black Lion Hospital. Educational institutions are also playing some roles in migration management. Institutions such as Dire Dawa University, Universities in Amhara and Oromia Regions that are in migration-prone areas, and others, are supporting existing initiatives on migration by conducting studies. TVET institutions and general education schools also raise awareness among their students about the dangers of irregular migration.

Further details on stakeholders working on migration in the country along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Federal Levels in Ethiopia”.

2.1.2. Coordination Mechanisms at Federal Level

Two major formal coordination mechanisms have been established at federal level to coordinate stakeholders working on migration. One of these mechanisms is the Anti-Human Trafficking and Smuggling Council and Task force established to coordinate actors working on law enforcement, prevention of irregular migration, labour migration and victim and returnee assistance and reintegration. The other platforms are the inter-agency task force and groups established to coordinate actors working on refugees. These are briefly described below.

2.1.2.1. National Anti-Human Trafficking and Smuggling Council and Task force

The National Anti-Human Trafficking and Smuggling coordination platforms were established by the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants Proclamation No. 909/2015. Led by the Deputy Prime Minister, the National Council is responsible for leading and coordinating all efforts designed to prevent and counter trafficking and smuggling and rehabilitate victims at national level (Proclamation No. 909/2015). The Council reports to the Prime Minister. FDRE National Committee Operational Guidelines were also issued to provide more details on the functions and mandate of the Committee. Under it and as an operational arm, a National Anti-Human Trafficking and Smuggling of Migrants Task force was also established under the leadership of the Office of the Attorney General. The task force aims at supporting efforts intended to rehabilitate victims, prevent and control human trafficking and migrant smuggling crimes. The task force is divided into four subworking groups: Prevention/Protection Working Group, Legislation



and Law Enforcement Working Group, Victim Assistance Working Group and Research, Monitoring and Evaluation Working Group. The specific duties of the federal level coordination mechanisms are described below.

A. National Anti-Human Trafficking and Smuggling Council: led by the Deputy Prime Minister's Office, this is responsible for leading and coordinating the national anti-trafficking operations. It performs the following tasks: evaluates, assists and directs task forces and various working groups based on their performance; evaluates tasks conducted in regions and city governments; organizes forums to exchange experience; and holds meetings within a certain time limit.

B. National Anti-Human Trafficking and Smuggling of Migrants Task Force: the task force is coordinated and chaired by the Attorney General and it consists of relevant government Ministries and agencies, religious institutions, international organizations, intergovernmental organizations and civic societies³⁷. A Secretariat has also been established by the Attorney General to coordinate the activities of the task force. The Task Force is accountable to the Council and was established with the aim of supporting efforts for rehabilitation of victims, and prevention and control of crimes of human trafficking and migrant smuggling

C. Working Groups: task force members are organized under four thematic working groups namely: protection working group, legislation and prosecution working group; victim assistance and reintegration working group; and research, monitoring and evaluation working group. Chaired by MoLSA, the prevention and protection related tasks are being undertaken by the protection thematic group. Chaired by the Federal Urban Job Creation and Food Security Agency, the victim assistance working group focuses on the assistance, care and rehabilitation of victims of trafficking and it consists of the representatives of the concerned governmental offices and other international organizations and local NGOs and institutions operating in the area. The legislation and prosecution working group is led by the Attorney General and is tasked with implementation of legal frameworks on human trafficking, prosecution and border control. The Research, and Monitoring and Evaluation Working Group, chaired by the Ministry of Education, is responsible for conducting research, notifying and disseminating research outcomes to stakeholders, designing operating and implementing procedures, and supporting the creation and administration of a database. The Attorney General is mandated to decide which other organizations should be invited to participate in the working groups. Working groups are expected to send monthly reports to the Task force Secretariat.

The responsibilities and members of each of the working groups are set out below:

- **Protection Working Group:** the protection working group has far more responsibilities and roles than the other working groups. Its main functions include: focusing on the change of attitude and search for job opportunities, ensuring a foreign employment service that protects the dignity, safety, moral rights and benefits of citizens, searching for countries of destination, widening options and working towards signing bilateral agreements, providing capacity-building training to border controllers, seeking logistical assistance and support for the formation of a border committee and working for strengthening cooperation with neighbouring countries. This group is principally chaired by the Ministry of Labour and Social Affairs (MoLSA) and will be

³⁷ FDRE. 2015. Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants Proclamation. Proclamation No. 909/2015

composed of other relevant governmental offices, organizations, associations and institutions. Apart from MoLSA, the group has several members including Government Communications Office, Ministry of Education, Ministry of Culture and Tourism, Ministry of Women and Children Affairs, Ministry of Youth and Sports Affairs, Ethiopian Orthodox Tewahido Church, Religious Institutions, Ethiopian Youth Federation, Ethiopian Women Federation, Ethiopian Trade Unions Confederation, Ethiopian Employers' Association Federation, IOM, Ethiopian News Agency, Ethiopian Broadcasting Corporation, CCRDA UNICEF, National Disaster and Risk Management Commission, AGAR Ethiopia, ARRA, Association for Women's Sanctuary and Development, Federal Attorney General Office, Ministry of Youth and Sports Affairs, Confederation of Ethiopian Trade Union, and Small and Medium Manufacturing Enterprises Development Agency.

- **Victim Assistance Working Group:** the structure of this group mainly focuses on the assistance, care and rehabilitation of victims of trafficking and it consists of representatives of concerned governmental offices and other international organizations and local NGOs and institutions operating in the area. The group is tasked with delivering a referral service to the victims, and it will design standard operating procedures to facilitate the delivery of a complete service and start operating after signing a Memorandum of Understanding (MoU). Chaired by the Federal Urban Job Creation and Food Security Agency, the group includes several organizations as its members, including MoLSA, Ministry of Foreign Affairs, Ministry of Women and Children Affairs, Ministry of Health, Ethiopian Chambers of Commerce and Sectoral Association, Religious Institutions, CCRDA, IOM, UNICEF and ILO.
- **Legislation and Prosecution Working Group:** the focus of this group is to monitor the implementation and execution of conventions, codes and protocols that the country has accepted into law regarding human trafficking. This working group is led by the Ministry of Justice and it is accountable to the Coordinating Office at the Attorney General. In addition, the implementation of legal frameworks on human trafficking, prosecution and border control are its routine functions. The group is chaired by the Federal Attorney General and includes National Intelligence and Security Service, Federal Police Commission, Ministry of Federal and Pastoralist Development Affairs, House of People's Representatives and Addis Ababa Police Commission as its members.
- **Research, Monitoring and Evaluation Working Group:** the Research, Monitoring and Evaluation Working Group is responsible for conducting research, notifying and disseminating research outcomes to stakeholders, designing operating and implementing procedures and supporting the creation and administration of a database. In addition, the group is expected to put in place a system of monitoring, support and evaluation system and implement the same at national and regional level. Ministry of Education (chair), Prime Minister's Research Bureau, Ministry of Foreign Affairs, Attorney General and Main Department for Immigration and Nationality Affairs are members of the working group.

2.1.2.2. Effectiveness, Strengths and Weaknesses/Challenges of the Federal Anti-Human Trafficking Coordination Mechanisms

Numerous studies have identified factors that ensure coordinated activities are successful or effective. Drawing from these studies, different authors identified success factors that are consistently identified in the literature. The New Zealand Government State Services Commission³⁸,

38 New Zealand Government State Services Commission. 2008. Factors for Successful Coordination - A Framework to Help State Agencies Coordinate Effectively.



for example, highlights nine success factors under three interrelated dimensions: mandate, systems and behaviours. Under these dimensions, some the relevant determinant factors were considered in assessing the anti-human trafficking coordination mechanism. The factors relate to leadership commitment, definition of joint plans/outcomes, representation of the right mix of stakeholders, understanding of roles and responsibilities as well as accountabilities, and institutionalization of responsibilities that emanate from coordination platforms.

The national level anti-human trafficking coordination mechanism have some strengths and some limitations. The fact that the national council and task force are composed of diverse stakeholders ranging from relevant government Ministries to civil society, intergovernmental organizations and religious institutions can be considered as a strength of the Council. A cross-section of relevant organizations is represented in the national task force. Most importantly, the fact that the national platform is established by law is significant for the sustainability of the mechanism. The directive that guides the operation and structure of the national task force also provides that stakeholders in the task force should be represented by their heads. This is another important provision for successful coordination as participating organizations are represented by heads that have the authority to make decisions.

The national anti-human trafficking council is also being guided by a five-year (2015/16-2019/20) strategic plan, which sets the road map for anti-human trafficking and smuggling efforts in the country. A directive/guideline that guides the operation and structure of the national anti-trafficking task force was also developed and implemented. The directive has clearly outlined the mandates, purposes, membership, duties and responsibilities and other operating procedures for the task force and its working groups. A Secretariat that coordinates and supports the activities of the national task force has also been established in the Attorney General's Office. The Secretariat has three staff members and has been coordinating the activities of the task force members, following up implementation of planned activities by task force members, implementing important awareness-raising and other activities, collecting progress reports from task force members (through working groups) as well as regional anti-human task forces established at regional level, organizing workshops and meetings for national task force, supervising regional task forces, producing periodic reports and others. The Secretariat is also guided by an annual work plan, which is often an aggregation of annual plans of member organizations and that of the Secretariat. The planning process follows a bottom-up approach in which participating organizations develop and submit their plans to the respective working groups of which they are members, which then aggregates and submits them to the Secretariat for further aggregation. The establishment of the Secretariat as well as the activities it has undertaken so far can also be important positive developments for coordinated engagement of stakeholders.

The national anti-human trafficking platform, however, has significant limitations that emanate from participating organizations and the way they are coordinated. Studies show that in organizations where coordinated activity is successful, the senior leaders have invested significant time and energy modelling and supporting this way of working³⁹. This applies equally to the success of joint agency initiatives. The representation of organizations by their senior leaders is also expected to ensure that the activities that emanate from coordination platforms are given enough priority, integrated into a wider system of performance management, linked to budgetary allocations and sufficiently

39 Lynda Gratton and Tamara J., 'Eight ways to Build Collaborative Teams', Harvard Business Review, November 2007, pp.100-109, http://harvardbusinessonline.hbsp.harvard.edu/hbsp/hbr/index.jsp?ml_issueid=BR0711

tangible to be translated into the institutions' operational priorities and outputs⁴⁰. Although member organizations are said to be represented by their heads, the reality on the ground is often different. As a result, the findings suggest that migration and related activities are not given much attention in the organizations. The lack of adequate attention is evident from lack of dedicated budget and shortage of financial resources for migration and related activities. Many stakeholders that were consulted for the study mentioned lack of financial resource as a major challenge to execution of activities assigned to them. Most stakeholders use resources that are regularly allocated for organizations for executing activities related to migration. They do not have specific budgets and other resources to finance migration and related activities. This challenge is particularly great in organizations where migration is not part of their organizational mandate. Owing to the lack of budget, these organizations consider migration-related activities secondary, which ultimately results in inadequate activity-planning performance.

Apart from financial resource constraints, migration and related activities are often not institutionalized and well-integrated in organizational systems and plans. This is particularly true in organizations without any formal or clear mandate as regards migration. Considering this, stakeholders' responses and interventions were considered very inadequate given the magnitude of the problem. Seasonality was mentioned as a major shortcoming for federal as well as lower level coordination mechanisms. The coordination mechanisms and responses of stakeholders are said to lack continuity. The existing activities were considered firefighting and emergency response activities. These are some indications of lack of adequate ownership and institutionalization of migration and related mandates within member organizations. Participating organizations also lack technical, financial and organizational capacities, which prevent them from fully and effectively discharging their responsibilities. Task force member government Ministries and agencies seem to expect additional budget as well as capacity-building support from government.

Resource constraints also characterize the Secretariat. The Secretariat has only three staff members: too few to manage the large work overload. Available staff are also said to lack diversity in terms of educational and professional qualifications, which were thought essential for coordinating and managing the complex dimensions of migration management. The Secretariat also has no dedicated budget to undertake its activities. Its regular activities are financed from budget allocated by the Attorney General. The Secretariat has also been funding some of its activities and interventions through donor funding.

Many studies suggest the need for participating in coordination mechanisms to clearly understand and agree on their own and others' roles, responsibilities and accountabilities and how to carry them out. In the task force directive/guideline, the roles and duties of task force members are outlined in generic terms. Task force member organizations also develop their own annual plans and share them with their respective working groups before they become part of the annual workplan of the task force. However, many key informants indicated that some members of the task force are unaware of their role in the task force and why they are members. This might suggest the objectives of the task force and the roles that member organizations are supposed to play in it lack clarity or are not adequately shared. There seems to be a lack of adequate joint ownership of the way the coordination mechanism works and of the results it produces. As a result, many

40 Cabinet Office, Wiring It Up: Whitehall's Management of Cross-Cutting Policies and Services, United Kingdom, 2000, p.36, www.cabinetoffice.gov.uk/upload/assets/www.cabinetoffice.gov.uk/strategy/coiwire.pdf



stakeholders indicated that stakeholders are largely operating independently, which suggests that the coordination mechanism is not particularly effective.

The federal level task force also focuses more on law enforcement. Other dimensions of migration such as labour migration, returnee reintegration and the positive side of migration have not received the attention they deserved. This was partly associated with the fact that the platform is being coordinated by the Attorney General's office⁴¹. Many stakeholders feel that the naming of the task force might also have contributed to its narrow focus on law enforcement. They suggested the need to give a name that embraces all migration dimensions and duties entrusted to the task force. Many stakeholders also suggested a need to establish task forces (rather than working groups) for each major dimension of migration coordinated by the relevant line Ministries/bureaux with the support of a Secretariat.

Although the existing coordination mechanism is said to focus on law enforcement, many stakeholders also believe that the law is not being enforced adequately. Many stakeholders largely attributed this to the way the mandate for law enforcement was given. The fact that federal agencies such as the Attorney General and Federal Police are mandated to enforce the law working in collaboration with other agencies has brought about many challenges. As these agencies do not have a local presence in most cases, according to many key informants, the legal provisions are not being enforced as needed. In some areas, there were also reports that the number of traffickers that are being brought to justice declined after the law enforcement mandate relating to trafficking were given to federal agencies. As stipulated in the proclamation, the federal bodies have delegated their mandate in some regions while they retain and exercise them in others by opening branch offices, but even the branch offices established in regions are considered very inaccessible to many communities and lack capacity to adequately enforce the legal framework. Coordination is also said to be lacking at borders and checkpoints. This is particularly the case when victims are intercepted at borders and the intercepting authorities struggle to link them to organizations that could provide assistance. The fact that the legal framework is not translated into procedural manuals was also identified as a constraining factor to law enforcement. To sum up, law enforcement is believed to be low particularly at lower administration levels.

Some of the weaknesses and challenges of the national platform also emanate from the lack of a comprehensive migration policy and single government body with mandate on migration. Ethiopia has no migration policy or central body with full responsibility for managing broad migration issues. Migration is managed by a variety of government regulations, legal instruments, action plans and strategies. There is partnership between government agencies at national level, but the work suffers from lack of coordination. To most stakeholders, however, the lack of a single mandated government body that is responsible for migration issues is the single most important factor in determining the inadequate response as well as weak coordination.

The lack of strong mechanisms that could make stakeholders accountable for their action or inaction was also identified as a major constraint on the functioning and effectiveness of the platform. Participation or non-participation in meetings and execution or non-execution of assigned tasks are inconsequential, according to many key informants. As a result, many stakeholders consider migration matters to be secondary. Monitoring and follow-up mechanisms that are in place for

41 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).

tracking progress and evaluating impact or outcomes have remained weak and less systematic. The existing monitoring system seems to focus on activities rather than outcomes.

The national anti-human trafficking task force is also loosely linked to the regional task forces. The Secretariat of the national task force has been collecting annual plans as well as biannual and annual reports from regional task forces. There were also times where the Secretariat and some representatives from the national task force paid supportive supervision visits to the regional task forces to verify their functionality and reporting and identify gaps. The representation of regional presidents in the national committee is also praiseworthy. These are important initiatives that need to be maintained and strengthened in the future. However, supervision visits lacked continuity and regularity. The scope of vertical coordination between the national and regional task forces is limited. Almost no capacity-building support is provided to regional platforms following supportive supervisions. The existing linkage is primarily one-way and is focused on information/report exchange. Feedback mechanisms and tools for information exchange such as website and database are also lacking.

Given this situation, the existing federal level coordination mechanism established by setting up an anti-human trafficking and smuggling task force was not considered particularly effective. Its progress towards its stated goals is said to be slow. The level of awareness of the population about irregular migration as well as law enforcement has remained limited. Horizontal coordination among stakeholders at national level and with regional level task forces is still weak. The relevant research and studies on prevention of human trafficking and smuggling expected of the task force are barely undertaken. Stakeholders' responses, particularly on reintegration of returnees and rehabilitation of victims of human trafficking and smuggling, is very limited. As a result of the lack of strong coordination and inadequate interventions on migration, many victims and returnees have not been able to receive the required services. To sum up, the coordination mechanism is in its infancy and its role in coordinating stakeholders is below expectations.

Although many stakeholders did not consider the national platform effective, they rated it favourably on efficiency. The platform was considered efficient by many stakeholders through their mere assumption that the platform is functioning without allocation of additional budget to the participating organizations. They argued that the execution of platform-related activities using existing resources would make it efficient, but their argument can be challenged in many ways. Most importantly, migration and related activities are executed by making use of available resources that could have been used for other purposes. Hence, the mere use of existing resources cannot make the platform efficient. The amount of resources utilized vis-à-vis the outcomes achieved would have been more relevant. As mentioned above, coordination among stakeholders has remained weak, which could suggest that stakeholders' resources might not been used as efficiently as they should have been. Even so, the level of efficiency of the platform is difficult to measure without analysing necessary data on the total amount of resources utilized by all stakeholders involved as well as outputs and outcomes achieved by them. At present, participating organizations are funding their activities from their own internal budget. As a result, the amount of budget allocated and utilized by each participating organization is not aggregated, which makes assessing the level of efficiency difficult.



2.1.2.3. Coordination Mechanisms for Refugee Programmes

ARRA and UNHCR jointly manage and coordinate refugee programmes at country level, both in urban and camp settings. Coordination mainly takes place through national implementation of the Refugee Coordination Model, which includes a UNHCR-led Refugee Protection Working Group responsible for the coordination of protection services as well as the mainstreaming of protection throughout the operational sectors. The Refugee Protection Working Group is set up to meet once a month and oversees various subworking groups, such as CP/SGBV, Education and Urban/Kenya Borena. With respect to refugee programming, every implementing partner (i.e. funded by UNHCR) is required to sign tripartite partnership agreement with ARRA and UNHCR in order to be able to operate. Meanwhile, all operational partners (i.e., receiving funds from donors other than UNHCR) require the signing of a Letter of Understanding (LoU) with UNHCR, as well as consent from ARRA. All partners are reported on an accountability matrix, which is regularly updated by ARRA and UNHCR. The accountability matrix reports sectors of intervention as well as geographical area of intervention for each partner. In other words, this matrix is used as a tool for managing and coordinating refugee programmes.

The coordination mechanisms are established at federal, regional and camp/settlement area level. The countrywide Refugee Coordination Group is chaired jointly by ARRA and UNHCR, with the participation of national Sector Chairs/Co-Chairs and representatives of humanitarian partners and provides humanitarian services to refugees within the Ethiopia operation. The Group is the principal national coordination forum in Ethiopia, and is responsible for guiding inter-sector strategic issues, and facilitating joint planning processes. The Refugee Coordination group meets quarterly. In addition, at central, regional and camp level, technical working group meetings are conducted. There is also regular engagement with the camp level Refugee Central Committees (RCCs)—one also having been established in Addis Ababa for the urban refugee population. The RCCs have substructures in the camps, by block and zone, with the refugee community also organized through various associations under the central refugee committee (i.e., women, young people).

Following the adoption of the New York Declaration in September 2016, Ethiopia agreed to become a Comprehensive Refugee Response Framework (CRRF) focus country in February 2017. The Government has increasingly sought a more sustainable response that goes beyond care and maintenance of refugees to promote their self-reliance. This approach combines wider support to host communities, fostering peaceful coexistence and greater inclusion of refugees in national development plans. The Ethiopian Government has also made nine pledges which can be regarded as a vehicle to accompany implementation of the CRRF. The government is currently finalizing a National Comprehensive Refugee Response Strategy. A CRRF road map has been published detailing the implementation of each pledge, outlining key opportunities and partnerships that must be put in place. The road map also clarified the government coordination structures that oversee the CRRF in country.

A **CRRF Steering Committee (SECURITY COUNCIL)** has been established in Ethiopia to provide overall direction on the implementation of the pledges and the application of CRRF in Ethiopia, ensuring alignment with national plans and systems. Under the leadership of the Office of the Prime Minister, the co-chairs of the SECURITY COUNCIL are the Deputy Director of ARRA, Minister for Finance and Economy, and the UNHCR Ethiopia Representative. Members include government line ministers: Ministry of Foreign Affairs, Ministry of Labour and Social Affairs, Department for

Immigration and Nationality, Ethiopian Investment Commission, Ethiopian Industrial Parks Development Corporation, Ministry of Education, Ministry of Health, Ministry of Agriculture, Ministry of Water, Irrigation and Electricity. It also includes development partners such as World Bank, donor representatives, INGO and NGO representatives, United Nations Resident Coordinator's Office, UNDP, UNICEF, WFP, FAO, WHO and ILO. The SECURITY COUNCIL held its first meeting in December 2017, with subsequent meetings held on a monthly basis. The structure also includes Technical Committees to be aligned with the National Comprehensive Refugee Response Strategy (NCRRS).

A **CRRF National Coordination Office (NCO)** was further established by the Government in January 2018 to ensure the pledges are implemented through a multi-stakeholder approach. The NCO serves as the Secretariat of the SECURITY COUNCIL, and as the overall coordination hub for the development, roll-out and monitoring of the National Comprehensive Refugee Response Strategy as well as the Pledges, and its accompanying implementation guidelines and action plans.

Effectiveness, Strengths and Weaknesses/Challenges of Refugee Coordination Mechanisms

Unlike the anti-human trafficking task forces, coordination mechanisms in place for refugee programmes are considered effective and well-organized. Many stakeholders indicated that the coordination mechanism in place for refugee programmes has worked very well in coordinating stakeholders' activities, promoting synergy and facilitating information exchange as well as monitoring activities. "We know the refugee programme is well coordinated using the accountability matrix. However, we do not believe there is strong mechanism or platform for labour migrants, IDPs and returnees," a key informant said. Generally, stakeholders believe that refugee matters are addressed well. Available laws, policies and procedures are enforced. ARRA has developed good institutional capacity to enforce laws, respond to refugee needs and manage and implement refugee programmes. Important tools such as an accountability matrix are used by ARRA and UNHCR to map who does what and where and facilitate better coordination and management of refugee programmes in the country. The fact that Ethiopia has a legal framework and central body that is fully responsible for managing refugee issues was also considered a key strength of the platform. The processes and tools that are put into use for management and coordination of refugee programmes can be benchmarked to strengthen the other platforms established at different levels.

To sum up, the coordination platform put in place for refugee programmes is functional and considered effective. It facilitates information-sharing and coordinates the activities of stakeholders, but it has some gaps. Although the platform has facilitated information sharing, the circulation of updates does not go as far as participants want. Meetings are the major means of information sharing, but the frequency with which meetings are held is not considered sufficient. Furthermore, no specific budget is allocated for the platform to enhance its functionality, according to many key informants. The platform was also considered weak in terms of its linkage with other coordination platforms established at regional level.

2.1.2.4. Coordination Mechanism for IDPs

There are no established and permanent coordination mechanisms for IDPs. According to some government officials, no clear mandated body is legally and specifically made responsible for IDPs. "There is no (formal) coordination mechanism or arrangement for IDPs. It is mostly considered to



be crosscutting activity by us and even by others,” a government official said. Interventions and issues on IDP are addressed either directly through collaboration with others or as crosscutting issues. Some key informants, however, believe that IDP is the mandate of the Ministry of Federal and Pastoralist Development Affairs. Indeed, the study team learned that the Ministry is serving as a focal point for Internally Displaced Persons (IDPs) and Pastoralist Communities as it is mandated to develop sustainable political solutions for disputes and conflicts that may arise within or between regional states. At present, the Ministry is implementing different activities targeting IDPs, including: identifying causes and problems of displacement, and formulating and implementing solutions; supporting and following up reintegration of IDPs and so on. In addition, though it does not have any formal mandate, the NDRMC does some work on IDPs when the displacement is specifically caused by conflict or flood to a level that can be considered a disaster. The Commission works together with UNHCR, IOM and other United Nations agencies to support IDPs. It provides forecasts on potential displacements to these and other key actors, maps out where IDPs are and informs stakeholders to respond. Owing to the absence of any other formally mandated government body, the Commission is playing a coordination role. It is coordinating the activities of the communities, government, International NGOs, United Nations Agencies and other actors.

There are, however, some ad hoc mechanisms. One such mechanism is the government-level IDP task force chaired by the Deputy Prime Minister. This is the only government mechanism involving NDRMC, MoFPDA and other federal government bodies as its members. There is also an advisory IDP Committee to the United Nations humanitarian country team chaired by the United Nations human Coordinator. UNOCHA, UNHCR, IOM, WFP, ICRC and DRC are members of the committee. Though it includes two international NGOs as its members, the committee is a United Nations coordination mechanism. Durable solutions working groups composed of government, United Nations agencies and other actors have also been established or are in the process of being established at national and regional levels. Co-chaired by NDRMC and the Ministry of Federal and Pastoralist Development Affairs (MoFPDA), the national durable solutions working group includes IOM, UNDP, UNHCR, UNICEF, USAID, DfID, ECHO, the World Bank and some selected donors as its members. A durable solutions working group has also been established in Somali region with the endorsement of the regional president. Co-chaired by the Regional Disaster Prevention and Preparedness Bureau and IOM, the working group includes all line government bureaux, all United Nations agencies, and NGPs and development partners that operate in the region as its members. This group is seen as a permanent mechanism and functions well. It was also learned that stakeholders are planning to replicate this working group in all other regional states in Ethiopia. Given the lack of permanent mechanisms, new committees are often set up every time there is a crisis. For example, a committee recently established for Guji IDPs undertakes humanitarian functions. Key informants agree on the need to have a national durable solution working group for IDPs endorsed by the Prime Minister.

In addition, issues related to IDPs are addressed at United Nations cluster meetings established in different sectors to coordinate humanitarian activities. These humanitarian coordination structures are established at political, strategic, operational and regional levels. The structures are government and humanitarian actor-specific or jointly-organized. The overall humanitarian coordination is led by the National Disaster Risk Management Coordination Commission (NDRMC)¹ of the Government of Ethiopia (GoE) with the support of the United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA). A National Disaster Prevention and Preparedness Committee (NDPPC) is chaired by the Deputy Prime Minister. Members are Ministries and the committee meets weekly. There is

also a National Technical Committee chaired by NDRMC under the NDPPC. The committee has line Ministries as its members and meets triweekly.

A national Strategic Multi-Agency Coordination (S-MAC) structure also brings together government and humanitarian actors. This platform is chaired by NDRMC and involves Heads of Cooperation, United Nations and NGOs and line Ministries as members. The joint coordination platform meets monthly. Under the S-MAC, a Disaster Risk Management Technical Working Group (DRMTWG) is chaired by NDRMC. Members of the TWG are sector task force chairs, Cluster Coordinators, United Nations organizations, NGOs and technical donors. The group meets monthly. Sector task forces and cluster coordinators have also been established under the TWG. These are Agriculture and Livestock, Food and Non-Food Security, Health and Nutrition, WASH, Education, Protection and so on. Relevant sector Ministries chair the task forces while humanitarian actors serve as co-chairs. Different subclusters are also established under the different task forces or clusters. As these clusters are established to respond to emergencies, they have some roles in IDPs.

There are also coordination structures that are specific to humanitarian actors at national level. These are Humanitarian Country Team (HCT) and the Humanitarian Resilience Donor Group (HRDG). The Humanitarian Country Team (HCT) involves United Nations Cluster Coordinators, Agency Representatives, NGOs Representatives, Donor Representatives and the Red Cross Movement as its members. The team meets fortnightly. Members of the Humanitarian Resilience Donor Group (HRDG) include donors and key humanitarian actors, which meet monthly. Inter-cluster coordination groups are also established under the HCT.

UNHCR leads the Protection Cluster at federal and regional levels, coordinating protection response for both conflict- and climate-induced IDPs. Thus far, regional protection clusters have been established in the Somali and Gambella regions, and in the Gedeo and West Guji zones located in SNNP and Oromia regions respectively. In addition, UNHCR also provides site management support and distributes core relief items to affected populations in selected locations.

Effectiveness, Strengths and Weaknesses/Challenges of IDP Coordination Mechanisms

As stated above, there is no formal and permanent coordination mechanism for stakeholders working with IDPs. IDP interventions are mainly addressed as crosscutting issues under existing platforms such as the United Nations clusters that were established to coordinate humanitarian activities. Given the lack of formal mandate on IDPs, the informal coordination work done by the NDRMC is not institutionalized and lacks continuity. The lack of a clear regulatory and policy framework giving mandates to a specific government body was largely blamed for the lack of formal coordination mechanism for IDPs. IDP coordination is also not covered in the tasks outlined for the national anti-human trafficking task force and its working groups, national human rights action plan and Disaster Risk Management Policy.

Given that there is no formal coordination mechanism for IDP, it was not possible to measure the effectiveness and efficiency of such a mechanism. The informal mechanism that exists under the coordination of the NDRMC also has no documented term of reference. Without such documentation, the objectives and mandates of the mechanism are unknown, at least formally. In the absence of stated objectives for the mechanism, measuring effectiveness and efficiency proved difficult, but many stakeholders considered the existing mechanism informal, un-institutionalized



and ineffective. IDPs lack a responsible government body that has formal mandates to manage and coordinate stakeholders and their interventions.

2.1.2.5. Other Coordination Mechanisms

Apart from the coordination mechanisms described above, some formal and informal platforms are being used or could be used to coordinate actors working on migration. There also some project-specific mechanisms. A brief description of some of the coordination mechanisms is set out below.

- i. **United Nations Migration Working Group:** the United Nations Migration Working Group was established with the aim of: strengthening support provided to the GoE in successfully addressing the challenges posed by the high magnitude of mixed migration flows in the region; coordinating the implementation of the UNCT Joint Programmes related to migration; further developing the partnership between United Nations agencies and technically strengthening existing partnerships; providing a platform for United Nations agencies with mandates related to migration management to share information, discuss specific topics and update each other on developments in the area of migration management; strengthening the ability of working group members to identify common areas of intervention and possible synergies as well as to enhance joint programming; and advocating for and coordinating resource mobilization initiatives for the United Nations Migration Working Group and its members. The working group meets on a monthly basis to discuss migration management-related matters, joint implementation of programmes and projects, share information and identify areas of potential cooperation in Ethiopia.

The United Nations Migration Working Group consists of United Nations agencies with mandates related to migration. These are the International Labour Organization (ILO), International Organization for Migration (IOM), United Nations Children’s Fund (UNICEF), United Nations Development Programme (UNDP), United Nations Environment Programme (UNEP), United Nations High Commissioner for Refugees (UNHCR), United Nations Industrial Development Organization (UNIDO), United Nations Office on Drugs and Crime (UNODC), and United Nations Volunteers (UNV). Each participating agency has appointed a representative to attend the monthly meetings and follow up on action points. The United Nations Migration Working Group is hosted and co-chaired by one of its member agencies on a monthly rotational basis. The chair hosts the meeting at its premises and is responsible for collecting inputs and sharing the agenda ahead of the meeting, for taking and disseminating minutes of the monthly meeting and following up on the action points. IOM acts as permanent co-chair for the United Nations Migration Working Group and ensures Working Group continuity and support to the second co-chair, a position that is rotated among all member agencies on a monthly basis. On a quarterly basis, United Nations Migration Working Group meeting attendance is planned to be extended to a broader audience of donors, NGOs or other multilateral agencies with migration-related mandates. Non-United Nations agencies with migration-related programming are also invited to present at the United Nations Migration Working Group meeting on an as-needed basis⁴².

- ii. **EU+ Coordination Group on migration:** to ensure better coordination of project activities and political dialogue with the Government of Ethiopia (GoE), the EU Delegation to Ethiopia has

42 UN Migration Working Group – Ethiopia. Terms of Reference (draft). 2016

established a local EU+ Coordination Group on migration with EU Member States, Norway and Switzerland.

iii. UNICEF-IOM collaboration framework on the safe return and reunification of Ethiopian unaccompanied migrant children. Since June 2013, UNICEF and IOM have been systematically collaborating to assist unaccompanied child migrants to return to their homes. The inter-agency collaboration, which supports the government of Ethiopia's Safe Return and Reunification Programme, was considered successful.

iv. Coordination Mechanisms Established by NGOs: the Consortium of Christian Relief and Development Association (CCRDA) has been coordinating civil society to support and rehabilitate returnees from Saudi Arabia in 2013. CCRDA established a civil society working group known as the "Undocumented migration and human trafficking CSOs task force" with local and international members to embrace the expelled men, women and children and to give them comfort, care and support they needed. The civil society working group in collaboration with the government, and international organization such as IOM and ILO was able to help the returnees, managing to absorb and start reintegrating them. The support given ranged from shelter, transportation allowance, clothing and necessities, followed by training and skills development measures. Returnees were provided with general check-ups, medical treatments and other services. The civil society working group during and after 2013 supported initiatives to solve the problems of undocumented migration and was engaged in prevention and rehabilitation in collaboration with CCRDA and its partners. The working group is guided by a ToR that specifies objectives, roles of members, governance and other details. The main purpose of the Working Group is to coordinate and represent the collective efforts of CSOs to help combat undocumented migration and human trafficking. The working group has seven members that include Hunger Project Ethiopia (THP-E), Live-Addis Ethiopia, Good Samaritan, Amref, Association for Forced Migrants (AFM), and Ethiopian Catholic Church Social and Development Coordinating Office (ECC-SDCO). CCRDA takes care of logistics and coordinating the working group. These seven members of the working group represent CCRDA member organizations working on migration. The group mobilizes the member organizations.

Members of the working group indicated that the platform has an annual plan and budget and produces progress reports. The platform is still functional, though not to the level of members' expectations. According to some members, members' participation in the platform is inadequate. As the platform is not strong, there are shortfalls in information sharing and exchange of good practices among organizations. This is particularly the case at zonal and woreda levels. Some members feel that the integration and support mechanisms between International and National CSOs engaged in protection, prevention and rehabilitation of returnees are still inadequate.

CCRDA also represents CSOs (civil society organizations) in anti-trafficking task forces and attends various meetings. It also used to sponsor different panel discussions and policy dialogues. The association also provides technical support in the preparation and dissemination of messages and information on migration. CCRDA works with ILO and Attorney General. CCRDA's collaboration with ILO relates to Saudi returnees. The Attorney General and CCRDA invite one another to attend each other's meetings and exchange updates on laws and other matters related to migration.



- v. National Coordination Mechanism (NCM):** instigated by IGAD and supported by IOM, the NCM represents the coming together of various stakeholders and international and regional multilateral organizations.
- vi. National Referral Mechanism for Victims of Trafficking:** the GoE, in collaboration with IOM, has developed and endorsed Standard Operating Procedures (SOP) establishing a National Referral Mechanism of Victims of Trafficking and Other Vulnerable migrants (NRM). The NRM is currently being implemented and has been cascaded down to two regional states so far, namely Tigray and SNNP.
- vii. Project-specific coordination mechanisms:** there are also some project-specific coordination mechanisms. A project Steering Committee (PSC) has been established under the project “Support to the reintegration of returnees and management of labour migration in Ethiopia”. The steering committee is chaired by the Ministry of Labour and Social Affairs (MoLSA) and composed of higher officials from Ministry of Foreign Affairs (MoFA), Ministry of Finance and Economic Cooperation, the Technical and Vocational Education and Training Agency (TVET), Prime Minister’s Office, the former Federal Micro and Small Enterprise Development Agency (FEMSEDA), Bureaux of Labour and Social Affairs (BoLSAs) from Amhara, Oromia and Tigray, Ethiopian Employers Federation (observer), Confederation of Ethiopian Trade Union, the EU Delegation and the ILO. A technical working group composed of representatives from the steering committee member organizations as well as some additional governmental organizations and United Nations agencies such as Federal Police Commission, IOM, UNICEF, UNODC and United Nations Women has also been established. The steering committee and technical working group have terms of reference that outline their objectives, scope of work, members and method of work. There are also some other project-specific committees and task forces. A regional level coordination mechanism has also been established for the project in Amhara, Tigray and Oromia regional states. A MoU has been signed stating roles and responsibilities.

A coordination mechanism was also established for the project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe” that is being implemented by ARRA in all regional states/city administrations. There is a national level Steering Committee composed of MoFA (which chairs the committee), ARRA, Main Department for Immigration and Nationality Affairs, Urban Job Creation and Food Security Agency, EU, IOM and ILO. Regional/City administration coordination committees and Woreda Reintegration Committees are also being established to coordinate project stakeholders.

- viii.** The consultant also found some informal structures within one of the religious institutions. The Islamic Affairs Council established a committee to control illegal migration at the time of Haji/ Islamic pilgrimages to Mecca. The committee uses different techniques to control travellers such as receiving cash advance as a guarantee that individuals will return.

2.2. Stakeholders Working on Migration and Coordination Mechanisms at Regional, Zonal and Woreda Levels

2.2.1. Addis Ababa City Administration

Addis Ababa is one of the key transit towns for migrants. Addis Ababa, home to only 3.7 per cent of the total Ethiopian population (according to the 2007 Population and Housing Census report)⁴³, produces the third highest number of migrants (16.3 per cent)⁴⁴. Addis Ketema, Arada, Kirkos, Kolfe, Lidata and Yeka subcities are major subcities of origin and transit for irregular migration in Addis Ababa. Irregular immigrants who originate from regional states also use Addis Ababa as a main transit point to travel to the Middle East or Europe using Bole International Airport as a border crossing point. Addis Ababa is also home for some refugees who are benefiting from out of camp policy. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the city administration.

2.2.1.1. Stakeholders and Coordination Mechanisms at City Administration Level

i. Stakeholders

Governmental bodies, United Nations agencies, NGOs, mass-based societies, religious institutions and others have roles in migration management in Addis Ababa City Administration.

- i. Governmental organizations:** several city administration government bodies are involved in migration management activities, including BoLSA, Women and Children Affairs Bureau, Urban Job Creation and Microenterprise Development Bureau, Youth and Sports Bureau, Justice Bureau, Police Commission, TVET Agency, Food Security Bureau, Health Bureau, Security and Administration Bureau and others. In addition, federal government bodies such as ARRA and Attorney General are also involved in the city administration's migration management activities.
- ii. Intergovernmental and Non-Governmental Organizations:** different intergovernmental, non-governmental and community-based organizations as well as religious institutions and business firms work on migration in Addis Ababa City Administration. ILO and IOM are two intergovernmental organizations working on migration in the city. They often engage in capacity-building, provision of material support, strengthening migration governance and migration data management, and others. Mass-based societies such as Addis Ababa Youth Federation and Associations also participate in migration management activities. Religious institutions also play some roles in city administration migration management activities. Mass media especially FM 96.3, 97.1, 102.1, 101.1 also participate in awareness-raising. Business firms such as Addis Saving and Credit Institute are also supporting reintegration of returnees through the provision of loans. Some private business firms such as Neberet Gelaw Media and Promotion PLC are involved in awareness-raising activities through funding received from the city administration.

Several charity non-governmental organizations are also implementing different projects aimed at prevention of illegal migration, returnee reintegration and victim rehabilitation. These include African

43 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

44 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).



Humanitarian Aid and Development Agency, Save the Children, Good Samaritan Association, Mothers and Children Multisectoral Development Organization (MCMDO), Forum on Sustainable Child Empowerment (FSCE), Opportunities Industrialization centres Ethiopia, LIVE-Addis Ethiopian Residents Charity, Dorcas Aid Ethiopia, Muday, Elshaday, community-based organizations such as Iddir councils, Forum on Sustainable Child Empowerment (FSCE), Organization for Prevention, Rehabilitation and Integration of Female Street Children (OPRIFS), Mission for community Development programme, Hiwot integrated Development Association, Rass Agez, Makedonia, People in Need (PIN), Volontariato Internazionale per lo Sviluppo (VIS), Concern Worldwide (Concern), Organization for Child Development and Transformation (CHADET), and others.

ii. City Administration Level Coordination Mechanisms

A task force was established for coordinating the various activities of stakeholders working on migration. The task force has been chaired and coordinated by the Justice Bureau since last year. The task force is currently functional, but coordination among stakeholders is weak. According to some key informants, many stakeholders are working independently. The city administration is currently undertaking a study to make decisions about establishing a coordinating unit for the task force. The formation of such a coordination unit may strengthen the platform in the future. Although coordination has remained weak, the fact that the city administration has a strategic plan for anti-trafficking and smuggling is a strength. The study team also looked at progress reports on strategic plan implementation. In addition, the city government is believed to have allocated the necessary budget for migration activities.

ARRA plans to establish a project-based coordination mechanism at city administration level to facilitate implementation of the EU funded project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe”. Different relevant government bureaux such as the Mayor of the City Administration, Micro and Small Enterprise Development Agency, Health Bureau, TVET Bureau, Bureau of Labour and Social Affairs, Youth and Sport Bureau and Microfinance Institutions are expected to be members of the platform.

2.2.1.2. Subcity level actors and coordination mechanisms

Both governmental and non-governmental organizations have roles in migration management in Addis Ketema and Bole subcities. Labour and Social Affairs Department, Women and Children Department, Urban Job Creation and Small-Scale Enterprises Department, Youth and Sport Department, Police Department, Justice Department and TVET agency are among the government stakeholders performing migration-related activities. The Labour and Social Affairs Department is the key government body for migration management at subcity level. It is mainly involved in registering returnees and victims, providing them with identification cards showing their “unemployed” status, creating awareness among potential migrants about the risks of irregular migration, promoting regular migration routes, and supporting reintegration of returnees and victims in collaboration with other stakeholders. The Women and Children Affairs Department and Youth and Sports Department work on: awareness-raising activities, identification of returnees who have no place to live, assessing financial capacity of returnees to start a business or course of education; identifying returnees and victims who need medical and psychological support and then taking them to the rehabilitation centres in collaboration with organizations involved in protecting returnees. The police and justice departments together with Attorney General branch offices enforce the law, Addis Credit and Saving

Institution and TVET colleges provide training while financial institutions offer access to loans. However, the role of non-governmental organizations in migration management and coordination platforms was considered minimal. Both subcities also use a revolving fund provided by the city government to provide loans for returnees. They also work with Addis Credit and Saving Institution to facilitate access to financial services.

In both subcities, an anti-human trafficking committee composed of key government bodies and mass-based societies has been established for coordinating stakeholders working on migration. The subcity administration coordinates and chairs the task force. The committee is said to be partially functional. Some stakeholders consulted for the mapping study considered the existing coordination mechanism in subcities to be partially effective and efficient, but coordination among stakeholders has remained weak. Meetings are not held periodically and/or as scheduled. Activities implemented by stakeholders are also not pre-planned. This makes the coordination mechanism very informal and less systematic in its approach and activities. Many key informants believe that migration-related mandates are not institutionalized by the respective stakeholders. The findings also suggest that the activities implemented by stakeholders were inadequate to respond to the needs of potential migrants, returnees and victims. Absence of an owner organization for migration was frequently mentioned as a factor in the weak coordination and inadequate responses. Migration-related activities are often considered secondary or extra responsibilities by many government offices. There is inadequate implementation of activities. Law enforcement is also said to be weak. Available resources are also considered inadequate compared to the need. As a result, stakeholders are not adequately responding to the needs of potential migrants and returnees. Mandate issues were also mentioned as constraints to the implementation of activities and coordination among stakeholders. Law enforcement was said to be slow and weak in the subcities, which was associated with the fact that local authorities are not mandated to undertake such migration-related functions unless they are delegated by the federal agencies.

2.2.1.3. Woreda level actors and coordination mechanisms

The study team visited two woredas from Bole and Addis Ketema Subcities (one per subcity). Woreda 13 from Bole Subcity and Woreda 7 from Addis Ketema Subcity were visited for the study. In both woredas, governmental and non-governmental organizations work on migration. The key government offices involved in migration management activities include the Labour and Social Affairs Office, Women and Children Affairs Office, Finance Office, Youth and Sports Office, Police, Justice Office and Urban Job Creation and Microenterprise Development Agency. In addition to the government offices, some business organizations, TVET colleges and charity organizations also play some migration-related roles in the woredas. In both woredas, Addis Savings and Credit Institution and TVET colleges support efforts by providing loans and training, respectively, for victims and returnees. A few charity organizations work on migration in the woredas. In both woredas, the existing activities focus on reintegration of returnees. Not much work is being done on law enforcement, awareness-raising and other dimensions of migration. The woreda government offices are said to lack institutional, budgetary and human resources to undertake the demanding activities expected of them. Existing work undertaken by woreda offices is largely financed by NGO projects. Coordination between law enforcement bodies was considered particularly weak. To sum up, too little work is being undertaken on migration to respond to the complex and multidimensional issues of migration. There is not enough budget to perform various migration prevention and control activities. There is limited working space for returnees to engage in self-employment, which hampers



their reintegration efforts. Although anti-trafficking committees are established in the woredas, they are not fully functional. As in higher level task forces, meetings are not conducted as scheduled and members do not attend meetings when needed. Some key stakeholders were also unaware that the committees had been set up. The coordination mechanisms were also considered informal. Mandates are not also institutionalized in the respective stakeholders. The roles and mandates of each stakeholder and the horizontal and vertical communication mechanisms are not clearly defined. To many officials, the existing activities and coordination between some stakeholders lack continuity.

ARRA plans to establish a project-based coordination mechanism at woreda administration level to facilitate implementation of the EU funded project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe”. Different relevant government bureaux such as the Woreda Administration, Micro and Small Enterprise Development Agency, Health Office, TVET Office, Office of Labour and Social Affairs, Youth and Sport Office and Microfinance Institutions are expected to be members of the platform.

Further details of stakeholders working on migration in the city administration along with their initiatives can found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.2. Afar Regional State

Afar regional state is home to less than 2 per cent of the country’s population according to the 2007 Population and Housing Census report⁴⁵. A small number of Ethiopian migrants are believed to emanate from Afar Regional States, but the region is used as a transit by irregular migrants. Irregular migrants who originate from Addis Ababa, Amhara, Tigray and Oromia use Mille, Logia and Gelafi to cross the border and enter Djibouti to travel to the Middle East. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.2.1. Stakeholders

Few governmental and intergovernmental and non-governmental organizations work on migration in Afar regional state as described below.

- i. **Government bodies:** regional government bodies that are involved in migration management processes and activities include the Regional Justice Bureau, Security and Administration Bureau, Police Commission, BoLSA, Health Bureau and Bureau of Women’s and Children’s Affairs. The current activities of regional governments focus on intercepting and protecting victims of irregular migration who transit through the region to cross the border. Virtually no initiatives are being implemented targeting potential migrants and returnees in the region. In addition to regional government bodies, federal government bodies such as National Intelligence and Security Service, Attorney General, Federal Police and ARRA also play some roles in migration management in the region. The Attorney General is mandated to prosecute human traffickers

45 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

and smugglers while ARRA manages and coordinates refugee programmes in the region in collaboration with UNHCR and other stakeholders.

- ii. Intergovernmental and non-governmental organizations:** few intergovernmental organizations work on migration programmes. Those working on migration also focus on victim and refugee assistance activities. IOM, UNICEF, UNFPA, WFP and few other intergovernmental organizations operate in the region. IOM is involved in different activities ranging from constructing and managing rehabilitation centres for victims, facilitating return of victims to their homelands, providing training to actors, creating awareness among police force and other stakeholders on victim protection and handling, and others. Few non-governmental organizations have programmes on migration.

2.2.2.2. Coordination mechanisms

There were some contradictory views among officials of regional government bodies about the existence of a coordination mechanism. After a lot of engagement with stakeholders, it seems likely that an anti-trafficking task force might not have been established in the region. There is also a belief that people in the region do not migrate. As a result, some officials do not see the value of establishing a task force in the region, and are said to be resistant to establishing a regional task force. The coordination that exists in the region focuses on victims of human trafficking, refugees, IDPs and security-related issues. With regard to victims, there is an informal coordination mechanism for stakeholders whose mandates are directly related to victims of human trafficking. BoLSA, IOM, Police, Justice Bureau and Women's and Children's Affairs offices often collaborate to support victims. An Emergency Response Centre (EMRC) has also been established by IOM to respond to the needs of victims. The stakeholders are now in the process of formalizing the mechanism. To that end, an Emergency Response Centre (EMRC) Procedural Manual has been produced, though not yet signed. The manual specifies the roles of each stakeholder in the management of the centres and provision of necessary protection as well as basic services to the victims. An irregular migration response centre committee composed of BoLSA, Health Bureau, Women and Children Affairs Bureau, Police Commission and Justice Bureau is also planned.

Most stakeholders consulted for the mapping study indicated that there is no coordination mechanism for labour migration, returnee and victim reintegration and anti-human trafficking in the region and stakeholders are working independently. The consultant also did not obtain any evidence such as terms of reference and other reports that could confirm the establishment of a regional anti-human trafficking task force. Even so, the region might have been sending biannual and annual reports on its anti-human trafficking activities to the national anti-human task force.

Current activities related to migration (excluding refugees and IDPs) focus on dealing with irregular migrants who come from other regions and use the region as a corridor to cross the border. These activities are mainly undertaken by the Regional Police, Justice Bureau, Security and Administration Bureau, Bureau of Labour and Social Affairs (BoLSA) and IOM. Police intercept victims and transfer them to IOM and BoLSA to take care of them in their victim response centres. Unlike other offices, these three offices cooperate with regard to victims of human trafficking.

ARRA expects to establish a coordination mechanism at regional/city administration and woreda levels to facilitate implementation of the EU funded project entitled "Sustainable Reintegration



Support to Ethiopian Returnees from Europe”. Different relevant government bureaux/offices such as the Regional Presidents/Woreda Administrators, Micro and Small Enterprise Development Agency, Health Bureau/Office, TVET Bureau/Office, Bureau/Office of Labour and Social Affairs, Youth and Sport Bureau/Office and Microfinance Institutions are expected to be members of the platform.

Further details on stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.3. Amhara Regional State

Amhara regional state is one of the most migration-prone areas in Ethiopia. The State, with 23 per cent of the country’s population (according to the 2007 Population and Housing Census report)⁴⁶, produces the second highest number of migrants (31.1 per cent)⁴⁷. North Gonder (Metema), North Shewa (Robi, Shewa Robit), North Wollo (Antsokiya, Dalant, Gubalafto, Habru, Hara, Kewet, Kobo, Majete, Mekoy, Mersa, Wegde, Weldiya), Oromia zone (Artuma Furisi, Bati, Jille Timuga, Kemissie), and South Wollo (Kombolcha and others) are the major areas of origin and/or transit for irregular migration in Amhara region. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.3.1. Stakeholders and Coordination Mechanism at Regional Level

i. Stakeholders

Governmental, intergovernmental and non-governmental organizations play important roles in migration management in Amhara Regional State. A description of the roles of these stakeholders is given below.

- i. Government bodies at regional level:** some federal and most regional government bodies have programmes or activities on migration. The regional government bodies include regional council and standing committees, president’s office, BoLSA, Finance and Economic Cooperation Bureau, Justice Bureau, Security and Administration Security Bureau, Police Commission, Bureau of Women and Children Affairs, Government Communications Office, Agriculture Bureau, Education Bureau, Plan Commission, Urban Development, Housing and Construction Bureau, Bureau of Culture and Tourism, Youth and Sports Affairs Bureau, Disaster Prevention and Food Security Office, Mass Media Agency, Technical, Vocational and Enterprises Development Bureau, Regional Militia Office and others. Some federal government bodies also play a role in migration management in the region, particularly relating to law enforcement. These are the Federal Police Commission, Main Department for Immigration and Nationality Affairs, National Intelligence and Security Service and ARRA.
- ii. Service Providers:** some service-providing government-owned institutions are involved in migration and related activities. These include Amhara Saving and Credit Institution, and

46 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

47 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).

universities in migration-prone areas, and others. Amhara Saving and Credit Institution is a member of the regional anti-human trafficking council and the victims' assistance working group. As a member of the victim assistance working group, the institution is responsible for supporting reintegration of victims and returnees through provision of loan and other services. Public Universities are members of the research, and monitoring and evaluation working group, which has a duty to conduct studies on causes of human trafficking and their solutions, disseminating research findings to other working groups and executive organs of the regional government, and others. The inclusion of financial institutions and universities can be cited as a strength of the coordination mechanism as it facilitates collaboration.

iii. Bilateral, Intergovernmental and Other Funding Organizations: many bilateral and some intergovernmental organizations support or implement migration programmes in the region. Among intergovernmental organizations, IOM and ILO are international organizations implementing migration programmes in Amhara region. ILO has been implementing an EU-funded project focusing on reintegration of returnees. ILO has also established a Youth Employment Centre to address the root cause of migration, which is employment. It also provides institutional capacity-building support for government to improve labour migration and work on empowering potential migrants. IOM gives training to kebele-level mentors on prevention irregular migration. Geneva Global also runs awareness-raising programmes. Many bilateral and international donor organizations as well as business firms and NGOs fund different migration projects that are being implemented by international and local NGOs. These include the European Union, USAID, Master-Card Foundation, IKEA Foundation, Finland Embassy, EU, Caritas Luxembourg, OAK Foundation, International Federation of Red Cross Crescent Societies, Geneva Global, Welthungerhilfe (German Agro-Action), Kinderpostzegels Nederland, Management Agency, Ipas Ethiopia, Freedom Fund UK, Terre des Hommes Netherlands and others.

iv. Non-Governmental Organizations: religious institutions and mass-based societies are involved in migration management activities within the region. The Ethiopian Orthodox Church, Regional Islamic Affairs Office, Catholic Church, Wongelawit Church Mekane Eyesus, Religious Institution's Council, Adventist Church, Kale Hiwot Church and Wongelawit Churches Association are the religious institutions represented as members of the regional anti-human trafficking council. These institutions are also members of the protection and victim assistance working groups established under the regional task force. Many mass-based societies also play roles in migration management in the region. These include Youth Federation, Women Federation, Youth Association, Women Association, Youth League of the Amhara National Democratic Movement, Women League of the Amhara National Democratic Movement, Amhara Confederation of Trade Unions, Amhara Employers' Association and Chambers of Commerce and Sectoral Association. Mass-based associations are members of the regional anti-trafficking council and the protection working group established under the regional task force.

Unlike other regional states, several charity non-governmental organizations work on migration issues in Amhara region. These include Save the Children, Good Samaritan Association, Ethiopian Catholic Church Social and Development Commission, Good Samaritan Association/GSA/, Professional Alliance for Development (PADet), Wabe Children's Aid and Training (WCAT), Emmanuel Development Association, ANPPCAN-Ethiopia, Terre des Hommes Netherlands, Forum on Sustainable Child Empowerment, MahibereHiwot for Social Development, HOPE



Enterprise, International Centre for Children and Family (CHIFA), CHADET, EECMY, Edukans Foundation (EF), Confederation of Trade Unions (CETU), Care Ethiopia, SNV, Development Expertise Centre, and others.

ii. Coordination mechanisms at regional level

Amhara regional state has established a coordination mechanism for anti-trafficking that is largely similar to the federal-level structure. The region has established a regional anti-trafficking council comprising 24 regional and federal government bodies, administrators of all zonal and metropolitan city administrations, religious institutions and mass-based societies. The council is chaired by the regional president. The council includes important stakeholders ranging from federal, regional and zonal/city administration government bodies to religious institutions and mass-based societies. However, the council does not include charity organizations, bilateral and intergovernmental organizations and other funding organizations as members.

An anti-human trafficking task force consisting of nine regional and one federal government agencies was also established to implement plans and directions approved by the council. The regional task force members are the Justice Bureau, Speaker of the Regional Council, Security and Administration Bureau, BoLSA, Women's and Children's Affairs Bureau, Regional Branches of the National Intelligence and Security Service, Technical, Vocational and Enterprise Development Bureau, Regional Police Commission, Education Bureau and Government Communications Bureau. The task force is chaired by the regional Justice Bureau. Four working groups have also been established under the regional task force. These are the prevention/protection working group, legislation and prosecution working group, victim assistance working group and the research and monitoring and evaluation working group. Federal and regional government bodies, religious institutions, mass-based societies, service-providing institutions and others are represented as members of the different working groups.

Apart from the anti-human trafficking task force, some project-based platforms have been or are being established to coordinate stakeholders working on reintegration of returnees. The coordination mechanism that was established with a Memorandum of Understanding signed by ILO and relevant Bureaux of the Amhara Regional State is one such platform. The regional bureaux that signed the MoU include the regional Bureau of Labour and Social Affairs, Technical Vocational and Enterprises Development Bureau (TVED), Youth and Sports Bureau, Regional Government Office and the Amhara Credit and Savings Institution (ACSI). This platform was established with the aim of facilitating timely and effective implementation of ILO's three-year technical cooperation project entitled "Support for the Reintegration for Returnees in Ethiopia". The MoU outlined objectives, responsibilities, timeline and other aspects of the stakeholders. Similarly, a coordination mechanism is being established by ARRA at regional level to facilitate implementation of the EU funded project entitled "Sustainable Reintegration Support to Ethiopian Returnees from Europe". Different relevant government bureaux such as the Regional Presidents, Micro and Small Enterprise Development Agency, Health Bureau, TVED Bureau, Bureau of Labour and Social Affairs, Youth and Sport Bureau and Microfinance Institutions are expected to be members of the platform.

2.2.3.2. Stakeholders and coordination mechanisms at woreda level

- i. Government Bodies at Woreda Level:** in Amhara region, Kobo Woreda from North Wollo Zone and Kalu woreda from South Wollo Zone were visited. The key government bodies working on migration are the woreda administration office, women's and children's office, education office, health office, police, technical, vocational and enterprise development office, youth and sport office and Labour and Social Affairs office. The woreda administration office coordinates the stakeholders. The mandate of the technical and vocational and enterprise development office is organizing job seekers and returnees, providing vocational and skill training, creating business connections and facilitating access to loans and others. The Justice Office works on law enforcement and follows up criminal cases. The Police are involved in awareness-raising to prevent irregular migration, investigation of suspects and others. The Labour and Social Affairs office works on identification, selection and awareness-raising. The Women's and Children's Office supports trafficked children when they are reunified with their families. The Education Office facilitates access to education and creates awareness among students about risks of illegal migration. The Health Office facilitates access to health services by returnees and victims free of charge. The Youth and Sport Office works on awareness-raising, coordination and linking young people to other organizations such as micro and small enterprises, provide revolving fund to young people, supporting provision of workplaces and loans to young people and others.

Business enterprises and charity organizations also work on migration. Amhara Saving and Credit Microfinance Institution is one such firm involved in migration management activities. It provides access to loans by returnees and victims. Habesha Beer factory is another business firm that runs some activities on migration. It provides blankets and mattresses to returnees. Youth and women leagues and associations also play some roles in migration. Some intergovernmental and charity organizations work on migration. ILO and IOM support woreda activities through capacity-building. ILO works on prevention by providing different training courses on illegal migration to community and task force members. Although both woredas are among major sources of migrants, the number of NGOs working on migration differ between the woredas.

- ii. Coordination mechanism at woreda levels:** a task force/committee composed of woreda government offices is established in both woredas. Members also assign focal people for migration activities. Some improvements have been observed in migration management in the woredas. Stakeholders are said to be increasingly giving migration some attention. Nevertheless, coordination mechanisms have remained very weak. The study team was unable to find any task force Memoranda of Understanding, plans and progress reports. There is little coordination among stakeholders. They still work only on their own respective mandates. Migration-related activities are often undertaken as emergencies and lack continuity. Hence, coordination mechanisms were considered ineffective at woreda level. According to most key informants, no tangible results have come out of the activities of stakeholders and coordination mechanisms. Several factors have contributed to the ineffectiveness of woreda level coordination mechanisms. The fact that no budget is allocated to the task forces is identified as one of the major challenges to execution of activities. There is also a general lack of necessary equipment and other materials. Many officials also argued that the strategy of dealing with migration issues through a task force or committee has not been successful. They contended that migration activities require intensive follow-up and coordination. As a result, many officials suggested a need to establish separate entities to manage migration issues. The activities of the committees are not



monitored and evaluated. Furthermore, stakeholders are not being made accountable for failure to performing their migration-related mandates and tasks. Government bureaucracy was also blamed for the ineffectiveness of some activities that stakeholders have started implementing. Although a revolving fund is made available for unemployed young people with the aim of minimizing irregular migration, for example, the fund is not yet being used by young people as needed due to lack of awareness and initiative as well as government bureaucracy.

ARRA plans to establish a project-based coordination mechanism at woreda level to facilitate implementation of the EU funded project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe”. Different relevant government bureaux such as the Woreda Administration, Micro and Small Enterprise Development Agency, Health Office, TVED Office, Office of Labour and Social Affairs, Youth and Sport Office and Microfinance Institutions are expected to be members of the platform.

Further details on stakeholders working on migration in the region along with their initiatives are found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.4. Benishangul Gumuz Regional State

Benishangul Gumuz regional state is home to one per cent of the country’s population according to the 2007 Population and Housing Census report⁴⁸. IOM’s 2017 Ethiopia Migration Profile report shows that irregular migrants who originate from the region leave the country to travel to Europe transiting through Juba (capital of South Sudan), Libya and Mediterranean Sea⁴⁹. Benishangul Gumuz also hosts thousands of refugees who came from South Sudan. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.4.1. Stakeholders

- i. **Governmental organizations:** most regional and sectoral government offices have some mandates on mixed migration. The Regional Vice-President, Regional Council, BoLSA, Women, Youth and Children Affairs Bureau, Government Communications, TVET Agency, Micro And Small Enterprise Development Agency, Police Commission, Regional Office for National Security and Intelligence Service, ARRA, Education Bureau, Food Security, Population Settlement and Disaster Prevention and Preparedness Office and others are the government bodies involved in migration issues.
- ii. **Intergovernmental, Multilateral and Bilateral Organizations:** UNHCR, UNICEF, IOM and others are the international organizations with programmes on migration. UNHCR and IOM work on refugees in collaboration with ARRA and other international and local NGOs. IOM has been working with NGOs to enhance local capacity for the prevention of trafficking in persons (TIP) and protection of victims of trafficking (VoT) and vulnerable returnees in Ethiopia, United Nations also funds a religious institution that works on refugees and returnees. With the support

48 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

49 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).

of the United States Government Bureau of Population, Refugees and Migration (PRM) (US-BPRM), UNICEF has been working with its partners, the Regional and Woreda Education Bureau/Offices, and other partners to bring equitable and efficient educational services that spark social cohesion for both communities. UNICEF has also been implementing a project entitled 'Building self-reliance programme (BSRP)' funded by DfID. The European Union funds a religious institution that works on refugees and returnees. It has also funded the emergency response programme for South Sudanese refugees in nutrition, and psychosocial support. Bilateral and intergovernmental organizations have also funded projects on migration in the regional state. These include the Norwegian Ministry of Foreign Affairs, European Commission Humanitarian Aid (ECHO), UNHCR, SIDA, GAC, and Ethiopia Humanitarian Aid (EHF).

- iii. Non-Governmental organizations:** very few NGOs work on mixed migration areas. Many of these NGOs are religious institutions that are also members of the regional Anti-Human Trafficking and Smuggling Council. These include the regional offices of the Ethiopian Orthodox Church, Islamic Affairs Office, Catholic Church, Wengelawit Church and Wengelawit Churches. Some mass-based associations such as Youth Federation, Women Federation, Council of Sectoral Associations are also members of the regional Council. The regional Council also includes political parties such as Benishangul Gumuz Peoples Democratic Party Central Committee Office and EPRDF regional Office as its members. Some international and local NGOs also implement migration and related programmes/projects in the region. These include the Save the Children, Action Against Hunger, Norwegian Refugee Council, Good Samaritan Association, Partner for Refugee Services.

2.2.4.2. Coordination Mechanisms on Migration

According to a draft plan document⁵⁰ obtained from the Regional Bureau of Labour and Social Affairs, an Anti-Human Trafficking and Smuggling Council was established by regional presidential decree in 2005 EC (2012/13 GC). The Council has 26 members drawn from 16 governmental bodies, five religious organizations, three mass-based associations, and two political organizations. The Council is chaired by the vice-president of the regional state while the regional Labour and Social Affairs Bureau serves as a secretary. Members include the Speaker of the Regional Council, Heads of Regional Justice Bureau, Education Bureau, Culture and Tourism Bureau, Women, Youth and Children Affairs Bureau, Government Communications Bureau, National Security and Intelligence Service Regional Office, Micro and Small Enterprise Development Agency, Technical and Vocational Training and Education Agency, Police Commission, three zonal administrations of the region, Mao Komo Special Woreda Administration, Assosa City Administration, Orthodox Church, Islamic Affairs Office, Catholic Church, Wengelawit Church, Wengelawit Churches, Youth Federation, Women Federation, Sectoral Associations Council, Benishangul Gumuz Peoples Democratic Party Central Committee Office, EPRDF regional Office, and Trade, Industry, Transport, Works and Urban Development Bureau. Governmental organizations are expected to be represented by their heads in the council.

An executive/steering committee composed of 10 members of the council was also said to be established to oversee implementation of planned activities, according to a document obtained

⁵⁰ Benishangul Gumuz Bureau of Labour and Social Affairs, Regional Anti-Human Trafficking and Smuggling Committees, Short-Term, Medium-Term and Long-Term Plan, Presented for Discussion, January 2014



from the regional BoLSA⁵¹. The committee is composed of members from 10 regional government bodies: the executive committee operates with assistance of a technical committee established under it. Senior experts from the 10 executive committee member organizations constitute the technical committee. Three specialized units of groups (referred to as units) are also said to be established under the technical committee. These include awareness-raising and communications unit, crime prevention and law enforcement unit, and training and employment service unit. Although religious institutions and mass-based associations are members of the council, none of them are represented in the executive and technical committees or in the working groups under them. Only governmental organizations are members of the executive and technical committees as well as their specialized unit. Hence, the role of non-governmental organizations in the day to day anti-trafficking and smuggling activities of the region is unclear.

However, the consultant did not obtain sufficient evidence to verify the establishment and functionality of the regional executive committee or task force. Important documentation that could provide evidence of task force establishment and operation such as approved terms of reference, signed Memorandum of Understanding and progress reports was not available for review. The consultant relied on a draft plan document prepared by the regional BoLSA discussion for the task force as well as interviews conducted with key informants.

If the views of key informants can be trusted, establishment of the coordination mechanisms is a good start. Some officials also indicated that migration issues are receiving better attention than before. However, most agree that committees created at regional and selected woreda levels are not particularly functional and effective, though the opinions of stakeholders seem to vary. Not all sector offices participate fully in the coordination mechanisms. Members' attendance of task force meetings is also declining from time to time. Apart from weak coordination mechanisms, inadequate engagement of stakeholders and shortage of resources, corruption is also said to be challenging regional efforts. Coordination mechanisms are believed to have performed well, particularly in creating awareness about the dangers of illegal migration, reducing illegal migration in the region and bringing perpetrators to justice. However, the coordination mechanisms are weakening from time to time and lack active participation of its members. Official representation of NGOs in the task forces has also remained unclear though they are said to participate in awareness-raising and other relevant activities in line with their programmes/projects. There is also no systematic monitoring and evaluation system for tracking the progress and achievements of the platforms. The coordination mechanisms are not cascaded down to all woredas and kebeles as planned. Lack of budget and shortage of other necessary resources also hamper the activities of coordination mechanisms. Most key informants also questioned the sustainability of the coordination platforms.

ARRA plans to establish a project-based coordination mechanism at regional and woreda administration levels to facilitate implementation of the EU funded project entitled "Sustainable Reintegration Support to Ethiopian Returnees from Europe". Different relevant government bureaux such as the Regional President/Woreda Administrator, Micro and Small Enterprise Development Agency/Office, Health Bureau/Office, TVET Bureau/Office, Bureau/Office of Labour and Social Affairs, Youth and Sport Bureau/Office, and Microfinance Institutions are expected to be members of the platform.

51 Benishangul Gumuz Bureau of Labour and Social Affairs, Regional Anti-Human Trafficking and Smuggling Committees, Short-Term, Medium-Term and Long-Term Plan, Presented for Discussion, January 2014

Further details on stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.5. Dire Dawa City Administration

Dire Dawa City Administration is home to 0.45 per cent of the country’s population according to the 2007 Population and Housing Census report⁵². Dire Dawa is mainly used as a transit by irregular migrants who largely originate from Addis Ababa, Tigray, Oromia and Amhara regions when crossing the border. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.5.1. Stakeholders

Federal and regional government bodies, some intergovernmental organizations and NGOs, religious institutions as well as mass-based societies are involved in migration management activities in Dire Dawa city administration.

- i. **Governmental Organizations:** city administration and federal level government bodies both play important roles on migration in Dire Dawa City Administration. At city administration level, most administration and sectoral offices play some roles regarding mixed migration. These include: Dire Dawa City Administration Council; Mayor’s Office; Deputy Mayor and Trade, Industry and Investment Bureau; Justice, Security and Legal Affairs Bureau; City Manager; Mayor’s Office; Women, Youth and Children Affairs Bureau; Youths and Sport Office, Education Bureau; Health Bureau; Government Communications Bureau; Agriculture Office; TVET Agency; Representatives of Labour and Social Affairs Office; Mass Media Agency; Urban Job Creation and Food Security Agency; Disaster and Risk Prevention and Management Office. Some aspects of migration management issues are being managed by federal agencies. These include the National Security and Intelligence Service Office; Dire Dawa Immigration and Nationality Affairs Office; Federal Police; and Federal Attorney General.
- ii. **Intergovernmental and Non-Governmental Organizations:** some intergovernmental and charity non-governmental organizations also support migration programmes and projects. Among the intergovernmental organizations, UNOCHA, IOM, UNFPA, WFP and others implement some migration activities. Some of these United Nations agencies provide support to IDPs. Few charity organizations work on migration. These include Oxfam, ICRC, Care Ethiopia, Harerghe Catholic Secretariat and the Ethiopian Red Cross Society. The Ethiopian Red Cross Society works with governmental, intergovernmental and non-governmental organizations to provide support to IDPs. It works with the Disaster Risk Management agency on identification and registration of IDPs. It collaborates with ICRC, UNOCHA, WFP and Care Ethiopia on provision of support to IDPs. It also works with Harerghe Catholic Secretariat on sanitation and hygiene. The Society has been distributing food and non-food items to IDPs. Confederation of trade unions, young people’s and women’s federations, chambers of commerce and sectoral associations, teachers associations, employers’ federation, political parties, religious institutions and service-providing institutions are the other categories of non-governmental organizations with some stake on

52 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.



migration. Regarding political parties, the EPRDF central committee office and Somali Peoples Democratic Party play some role in migration as members of the city administration's anti-human trafficking and smuggling council. Service-providing institutions such as Dire Dawa University and some investors in the city also play some part in migration. Similarly, local offices of the four religious institutions including the Ethiopian Orthodox Church, Islamic Affairs Council, Catholic Church and Wengelawit Church are the other groups of non-governmental organizations that implement some migration-related activities on migration due mainly to their membership of the regional council. Most of these non-governmental organizations do not have explicit and specific programmes or projects on migration, but they are given some responsibilities as members of the regional Anti-Human Trafficking and Smuggling Council.

2.2.5.2. Coordination mechanisms

A coordination mechanism for anti-human trafficking was established in 2012 both at city administration and kebele levels. At city administration level, a council chaired by the Mayor of the city administration has been established. This council is composed of members drawn from city administration and federal governmental organizations, and non-governmental organizations. Religious institutions, council of business associations, young people's and women's federations, employers' federation, confederation of trade unions, and regional and national political parties are the non-governmental organizations making up the anti-trafficking and smuggling council. A task force composed of 10 governmental organizations from city administration and federal government is also established. The task force is also divided into four thematic working groups. The working groups are also coordinated by the Justice Bureau. The task force was coordinated by the Labour and Social Affairs Office for some time but is now coordinated by the Justice Bureau. A document obtained from the city administration also shows that anti-human trafficking council has been established at each of the nine urban kebeles and clustered rural kebeles.

The city administration level anti-human trafficking council is guided by a plan and budget. The council was established based on a study conducted on migration flow, sources and other factors. Progress on implementation of the plan is also said to be reported on and discussed at the council's meeting. The council meets every six months. Mixed views were shared by key informants about the effectiveness of the coordination platform. Many key informants believe that illegal migration has declined. Coordinated engagement of stakeholders was credited for the positive trend, but the decline was partly associated with political instability in the country. According to key informants, victims of human trafficking tend to come back and be intercepted again using illegal routes. Some key informants indicated that the coordination is not going as well as it used to be in the past, which was partly attributed to lack of institutionalization of such activities in the regular operation of the coordinating body. As prosecution of traffickers and smugglers in Dire Dawa City Administration is being managed by the Federal Attorney General, many key informants indicated that the number of traffickers and smugglers who are now being prosecuted and brought to justice has declined.

Apart from the city administration level anti-human trafficking task forces, some specific technical committees are being established to coordinate responses. One such committee is the committee established for IDPs that is being led by the disaster risk management agency. Education bureau, Health Bureau, Agriculture Bureau, Water and Energy Bureau, Justice and Security Bureau, Ethiopian Red Cross Society and others are members of the committee. The committee coordinates support to IDPs and is considered effective in coordinating resources and programmes as well as

reducing duplication of effort. The committee meets weekly but is not managed by a Memorandum of Understanding, annual plan or operating procedures.

ARRA plans to establish a project-based coordination mechanism at city and lower administration levels to facilitate implementation of the EU funded project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe”. Different relevant government bureaux such as the Mayor of the City Administration, Micro and Small Enterprise Development Agency, Health Bureau, TVET Bureau, Bureau of Labour and Social Affairs, Youth and Sport Bureau and Microfinance Institutions are expected to be members of the platform.

Further details on stakeholders working on migration in the city administration along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.6. Gambella Regional State

Gambella regional state is home to 0.4 per cent of the country’s population according to the 2007 Population and Housing Census report⁵³. IOM’s 2017 Ethiopia Migration Profile report shows that irregular migrants who originate from the region leave the country to travel to Europe transiting through Juba (capital of South Sudan), Libya and the Mediterranean Sea⁵⁴. Gambella hosts thousands of refugees who came from South Sudan. Some irregular migrants who originate from Gambella use the Kumruk route to travel to Europe through Juba, Libya and the Mediterranean Sea. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.6.1. Stakeholders

- i. **Regional Government Bodies:** like other regions, different regional government bodies work on migration issues in Gambella Regional State. These include Regional Council, BoLSA, Justice Bureau, Police Commission, Bureau of Women and Children Affairs, Bureau of Youth and Sports Affairs, Security and Administration Bureau, DPFS, Bureau of Culture and Tourism, Education Bureau, Health Bureau, TVET Agency and others. Federal agencies such as ARRA are also involved in the region to manage and coordinate programmes on refugees and returnees residing in the region.
- ii. **Intergovernmental and Non-Governmental Organizations:** Gambella hosts tens of thousands of South Sudanese refugees. There are also several IDPs in Nuer and Agnwak Zone who were displaced due to cross border conflict with tribes of South Sudan. The regional also has several returnees from South Sudan who migrated before and went back home following the conflict in the neighbouring country. Some intergovernmental and non-governmental organizations are also implementing projects mainly targeting refugees and IDPs in the region. United Nations Agencies that implement programmes in the region include the World Food Programme, UNICEF, UNHCR, IOM, UNFPA and WHO. Current projects/programmes of some of the United Nations agencies in Gambella. Non-Governmental Organizations that implement projects targeting refugees, host

53 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

54 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).



communities and/or IDPs in the region include Save the Children, Adventist Development and Relief Agency, Doctor with Africa CUAMM, African Humanitarian Aid and Development Agency, HelpAge International, Plan International, Mothers and Children Multisectoral Development Organization (MCMDO), Norwegian Church Aid, Terre des Hommes, Action for the Needy, Good Samaritan Association, ICRC, MIF, Action Against Hunger, NRC, DRC and ZOA.

2.2.6.2. Coordination Mechanism

The consultant did not obtain adequate credible evidences to verify the establishment and functionality of an regional anti-human trafficking task force. Important documentation that could provide evidence of the establishment and operation of the task force such as approved terms of reference, a signed Memorandum of Understanding and progress reports were not available for review. Hence, although some government officials indicated that the task force is in existence and operational, the consultant inferred that this may not be the case.

However, if the views of key informants are trusted, an anti-trafficking committee/task force was apparently established at regional level. The committee is chaired by the Regional Deputy President, while BoLSA serves as a secretary in the committee. According to some key informants, the regional committee is not as active as it used to be. Some government bodies do not give any attention to the issue of migration although they are involved in it. Some do not even attend monthly meetings. This was partly attributed to the fact that heads of regional bureaux are often too busy to appear at the meetings and do not delegate to lower level officers. Many officials from key regional government bureaux consulted for the mapping assignment did not consider the coordination mechanism functional. Some officials from key stakeholders were also unaware of any coordination mechanism and suggested a need to have one in the region.

Following the establishment of the regional committee, the regional BoLSA was said to be preparing a proposal to establish such structures at zonal and woreda levels. According to key informants, the coordination committee was established at the two zonal administrations in the region. However, coordination among stakeholders currently happens at regional level only, according to key informants. As a result, plans made at regional level become very hard to implement at local level as such coordination mechanisms do not exist there. Besides, woreda level government bodies have seriously limited capacity to implement plans made at regional level.

Contradictory assessments were made by stakeholders about the effectiveness and efficiency of the regional coordination mechanism. Some stakeholders indicated that the response so far did not address gaps identified by the assessment. Furthermore, although there are monthly meetings, many stakeholders do not attend the meetings regularly. As a result, information is not shared among stakeholders properly. Coordination was considered relatively strong among government agencies with security and peacekeeping mandates such as ARRA and the Security and Administration Bureau. Nevertheless, coordination among those working on reunification, rehabilitation, returnee reintegration, and awareness-raising among potential migrants for prevention of illegal migration seems to be very limited/weak. According to many key informants, the regional coordination mechanism is not particularly participatory and does not involve all stakeholders from relevant governmental and non-governmental organizations. Commitment of stakeholders to coordinated engagement is also volatile and the activities of the regional platform is not particularly institutionalized

in the systems and structures of members. As a result, the platform's sustainability, if it exists at all, was considered questionable by many key informants.

ARRA plans to establish a project-based coordination mechanism at regional and woreda administration levels to facilitate implementation of the EU funded project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe”. Different relevant government bureaux such as the Regional President/Woreda Administrator, Micro and Small Enterprise Development Agency/Office, Health Bureau/Office, TVET Bureau/Office, Bureau/Office of Labour and Social Affairs, Youth and Sport Bureau/Office, and Microfinance Institutions are expected to be members of the platform.

Further details on stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.7. Harari Regional State

Harari regional state is home to 0.25 per cent of the country's population according to the 2007 Population and Housing Census report⁵⁵. A small number of Ethiopian migrants are believed to emanate from Harari Regional State. But the regional capital, Harer city, is used as a city of transit by irregular migrants who originate from central and northern Ethiopia. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.7.1. Stakeholders

Migration and related issues in Harari regional state are mainly the functions of government agencies. Unlike other regions, there are no non-governmental charity organizations working on migration in the region.

- i. **Government Bodies:** most regional government bodies have stakes in and implement activities on migration. These include the Regional BoLSA, BoFED, Justice and Security Bureau, Police Commission, Bureau of Women, Children and Youth Affairs, Communications Office, Bureau of Culture and Tourism, Rural Job Creation, Food Security and Disaster Prevention Office under Agriculture Bureau, Education Bureau, Health Bureau, TVET Agency, Urban Job Creation and Food Security Agency, and Mass Media Agency and Harer City Municipality. Federal Police has also a role in the anti-trafficking and smuggling activities of the region.
- ii. **Non-Governmental Organizations:** there are no charity non-governmental organizations working on migration issues in the region, according to officials. A procedural manual prepared for the regional anti-human trafficking task force has given religious institutions, mass-based societies, business associations, trade unions and employers' associations some responsibilities for migration issues. Most of these non-governmental actors are members of the prevention working group and victim assistance working group established under the regional task force. Hence,

55 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.



the duties detailed to members of these working groups are assumed to be the responsibilities of these organizations.

2.2.7.2. Coordination mechanisms

Harari regional government has established a regional anti-human trafficking task force with thematic working groups. There is also a procedural manual detailing the membership in the task force and its working groups as well as their duties and responsibilities. According to the manual, a regional task force composed of 13 stakeholders was established. Twelve of the 13 members are government bodies and the thirteenth stakeholder in the task force is a religious institution. Almost all the governmental stakeholders mentioned above are members of the regional task force. The task force is chaired by the Justice and Security Bureau while BoLSA serves as a Secretariat and is expected to hold meetings quarterly. A regional task force committee composed of the Justice and Security Bureau and BoLSA has also been established under the task force. The Justice and Security Bureau chairs the committee while BoLSA serves as a Secretariat. As with the federal level structure, four working groups have also been established under the regional task force. These are the Prevention Working Group, Victim Assistance Working Group, Law Enforcement Working Group and Research and Monitoring and Evaluation Working Group. The working groups are expected to meet twice monthly. Nevertheless, the regional coordination platform is not particularly functional. The desired structure, according to key informants, has remained on paper. The task force has not undertaken much work since its establishment. The task force does not hold scheduled quarterly meetings and the few meetings held since its establishment were not considered particularly useful by stakeholders. Many members of the task force do not have any idea of the current status of the regional task force and its activities. As a result, they consider it ineffective.

Many factors are believed to have contributed to the ineffectiveness of the regional coordinating platform. According to key stakeholders, migration has not received the required attention by decision makers. Stakeholders do not actively engage in executing their mandates and participating in meetings and necessary resources are not allocated for activities on migration. The lack of attention to the sector was partly attributed to the widely held perception that the region is not a source of illegal migration. Because the region is predominantly urban, people are believed to be aware of the risks of illegal migration. The way the regional task force is structured was also partly blamed for its ineffectiveness. According to key informants, the fact that regional task force is chaired by the Justice and Security Bureau has created some challenges for coordinating the different stakeholder groups as it tends to focus on law enforcement and security issues. The regional police lack any budget to send victims back to their homelands, which sometimes forces them to request cooperation from transport service providers or use money allocated to other victims. The absence of charity organizations working on migration coupled with lack of coordination among regional states to transport victims to their home land were also blamed for these challenges. Lack of resource such as vehicles has also hampered stakeholders' efforts to transport victims from where they are caught to the city. The fact that the Federal Police has not delegated its mandate to the Regional Police Commission is also believed to have contributed to ineffectiveness of the coordination mechanism.

ARRA plans to establish a project-based coordination mechanism at regional and woreda administration levels to facilitate implementation of the EU funded project entitled "Sustainable Reintegration Support to Ethiopian Returnees from Europe". Different relevant government bureaux

such as the Regional President/Woreda Administrator, Micro and Small Enterprise Development Agency/Office, Health Bureau/Office, TVET Bureau/Office, Bureau/Office of Labour and Social Affairs, Youth and Sport Bureau/Office, and Microfinance Institutions are expected to be members of the platform.

Further details of stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.8. Oromia Regional State

Oromia Regional State is home to 37 per cent of the total Ethiopian population according to the 2007 Population and Housing Census report⁵⁶. Oromia is one of the most migration-prone areas in Ethiopia. A recent IOM report shows that a third of regular migrants (33.6 per cent) originate from this region⁵⁷. Major areas of origin and/or transit for irregular migration in Oromia region are Arsi (Asela, Merti, Robe, Shirka), Bale, East Hararaghe (Asebe Teferi, Babile, Deder, Jarso, Kersa, Haro Maya), West Hararaghe, Jimma (Chora, Gololcha, Sigo Sambo, Shebe), West Arsi (Shashemene). This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.8.1. Stakeholders and Coordination Mechanisms at Regional Level

i. Stakeholders at Regional Level

- i. Government bodies:** the key regional government bodies working on migration are the President's Office, Justice Bureau, Civil Service Bureau, President's Office, Security and Administration Bureau, Women and Children Affairs Bureau, Health Bureau, Micro and Small Enterprises Development Agency, Youth and Sport Bureau, Administration and Security Bureau, TVET Agency, BoLSA, Urban Development and Housing Bureau, Agriculture Bureau, Education Bureau, Government Communications Office, Culture and Tourism Bureau, Finance and Economic Development Bureau, and others are playing some roles on migration management in the region. Some federal government agencies such as Attorney General and National Disaster Risk Management Commission also play some part in the region's migration management processes.
- ii. Intergovernmental and non-governmental organizations:** intergovernmental organizations such as IOM and ILO have been working on migration. IOM supports the regional task force by assigning staff who could work with Oromia Justice Bureau as the focal person on migration. UNICEF and Child Rights Committee are also said to perform some migration-related activities in the region. Religious institutions and community leaders have also been involved in migration management programmes in Oromia region. These include Aba Gada leaders, religious leaders and some celebrities in the country, but their engagement is seasonal and often in response to some emergencies. Oromia Microfinance Institution also plays a part in migration. It provides loans to unemployed young people and returnees. The institution also has funds injected by

56 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

57 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).



government and NGOs and provides loans to returnees and unemployed young people to help them engage in employment. Mass-based societies such as young people's and women's federations are also included in the regional anti-human trafficking council to support migration management efforts of the region.

Some charitable non-governmental organization work on migration. These include OPRIFS, Catholic Church, Islamic Relief, SISP, UNHCR. ZOA, Tsehay Ethiopia, Union Funds, COOPI, Lay Volunteers International, Educans Foundation, Save the Children, Good Samaritan Association, Ethiopian Catholic Church Social and Development Commission, Good Samaritan Association/ GSA, Humedica e.v., Action Against Hunger, Mothers and Children Multisectoral Development Organization (MCMDO), Norwegian Church Aid, Dorcas Aid Ethiopia and others. NGO projects are funded by different organizations including USAID, European Union, Master-Card Foundation, Caritas Luxembourg, Caritas Austria and Caritas Lebanon, Finland Embassy, ECHO, SIDA, GAC, UNOCHA, Norwegian Ministry of Foreign Affairs, International Labour Organization (ILO), UNHCR, International Organization for Migration (IOM), United Nations Office for Coordination of Humanitarian Affairs in Ethiopia (UNOCHA) and others.

ii. Coordination mechanisms at regional level

A regional anti-human trafficking council and task force is established in Oromia Region. The regional council is chaired by the regional Vice-President. Members of the council include most regional government bureaux as well as religious institutions and community-based organizations, youth federations and others. A task force composed of key regional government bureaux is also established. The task force is chaired and coordinated by the regional Justice Bureau. Four working groups that are like the federal groups are also established under the task force namely: prevention working group, legislation and prosecution working group, victim assistance working group and research and monitoring and evaluation working group.

According to many key informants, the regional coordination mechanism is not particularly effective. The fact that migration programmes lack an owner and defined structure was mainly blamed for the ineffectiveness of the coordination mechanisms and work undertaken on migration. Government agencies that are members of the task forces also tend to take migration duties as extra mandates and secondary ones that are beyond their responsibilities. Government bodies do not have a defined structure and mandates as they work as task forces. They are also not held accountable for failing to perform their migration-related. The task force and its members are not evaluated for their accomplishments. Most of them work independently and engage in such activities seasonally. Government bodies working on migration are also said to lack budgets, skilled manpower and measurable action plans. The weak and ineffective coordination was also partly attributed to the coordination method. Like most other regional states, the Justice Bureau that is coordinating the task force is not believed to be undertaking its activities as needed. Most stakeholders consulted for the study indicated that the current arrangement is not effective in coordinating actors and managing the complex dimensions of migration. To sum up, stakeholders in Oromia region are not collaborating and the existing coordination mechanism is not effective.

Apart from the anti-human trafficking task force, some project-based platforms have or are being established to coordinate stakeholders working on reintegration of returnees. The coordination mechanism that was established with a Memorandum of Understanding signed by ILO and relevant Bureaux of the Oromia Regional State is one such platform. The regional bureaux that signed the

MoU include the regional President's Office, Bureau of Labour and Social Affairs, TVET Commission, Cooperatives Agency, Micro and Small Enterprises Development Agency, and Oromia Credit and Savings Share Company (OCSSCO). This platform was established with the aim of facilitating timely and effective implementation of an ILO three-year technical cooperation project entitled "Support for the Reintegration for Returnees in Ethiopia". The MoU has outlined the objectives, responsibilities, timeline and other aspects of the signatories. Similarly, a coordination mechanism is being established by ARRA at regional level to facilitate implementation of the EU funded project entitled "Sustainable Reintegration Support to Ethiopian Returnees from Europe". Different relevant government bureaux such as the Regional Presidents, Micro and Small Enterprise Development Agency, Health Bureau, TVET Commission, Bureau of Labour and Social Affairs, Youth and Sport Bureau and Microfinance Institutions are expected to be members of the platform.

2.2.8.2. Stakeholders and coordination mechanisms at zonal and woreda levels

The consultant visited Jimma zone and West Arsi Zonal Administrations. Gomma Woreda from Jimma zone and Gedeb Assasa woreda from West Arsi Zone were also visited. At zonal level, different zonal administration bodies are involved in migration management activities. These include Zonal Administration Office, Labour and Social Affairs Department, Justice Department, Micro and Small Enterprise Development Agency or Job Creation and Urban Food Security Department, Investment Department, Education Department, Public Service Department, Women and Children Affairs Department, Police Department, Youth and Sport Department, Security Department, High Court, Health Department, Disaster Risk Management Department and TVET Department. The Federal Attorney General also has a stake in migration activities at all levels including zonal administrations as it is mandated to prosecute traffickers and smugglers. Like zonal level actors, many of the government bodies at woreda level including Woreda Administration Office, Youth and Sport Office, Labour and Social Affairs Office, Women and Children Affairs Office, Civil Service Office, Job Creation and Urban Food Security Office, Technical and Vocational Training Office, Justice Office are involved in migration and related activities. The role of zonal and woreda government bodies is relatively similar to the ones mentioned for their regional counterparts above, but their roles are said to be very limited.

The number of NGOs working on migration seems to vary from one zonal administration to another. In Jimma Zone Administration, for example, Oromia Diaspora Association, NORAD, and Ethiopian Catholic Church Social and Development Commission implement some projects on migration. In both zonal administrations, religious leaders sometimes support awareness-raising activities. The findings also suggest that there are no significant NGO interventions at zonal and woreda administration levels. The interventions of the government bodies were also considered insignificant considering the size of the challenge and complexity of the issue. This may even be slightly alarming given that the two zonal administrations visited for the study were among the areas with high migration. Indeed, regional level officials said that most migration programmes in Oromia region are implemented in Jimma Zone and West Arsi Zone. Nevertheless, not much was found on the ground. Hence, one can infer that migration interventions in other zone administrations may be very minimal.

Anti-human trafficking task force were said to have been established in Jimma and West Arsi zones as well as the sample woredas visited under them, but some relevant zonal and woreda government bodies were unaware of the task force. A zonal department official, for example, indicated that the task force is yet to be established. Most of the government bodies that were mentioned above as



stakeholders on migration are said to be members of the task forces at zonal and woreda levels. In addition, young people's and women's leagues and interreligious council are members of the zonal level task force. The task forces are coordinated and chaired by heads of the zonal and woreda administrations at each level. Similar structures are said to exist at kebele levels. The coordination mechanisms at zonal and woreda levels were also considered partially functional, but the consultant was unable to triangulate and verify establishment and functionality task forces/committees in the zones.

The fact that the mechanisms are established and performing some activities could be taken a step in the right direction. There is some level of coordination among stakeholders which can be strengthened further. Stakeholders are also said to increasingly give attention to migration issues. However, the coordination mechanisms were considered ineffective but efficient. They were considered efficient because they have been doing what they did in the past without any allocated budget. This argument, however, may not be valid as the members of the task forces are still using a budget allocated for other purposes. The lack of budget was mentioned as a major factor for ineffectiveness of the mechanisms. Task force activities have not been institutionalized within member organizations. Many officials were also concerned about the sustainability of the coordination mechanisms. Government bodies that are members of the task forces tend to give priority to their mandates as they will be held accountable for them. Stakeholders' activities lack continuity. They also lack capacity to respond to the needs of victims of trafficking. Corruption and ethnic biases were also identified as additional challenges to law enforcement. According to some officials, traffickers and smugglers are sometimes set free due to corrupt practices. Law enforcement is also challenged by the fact that the prosecution mandate is given to federal agencies.

To sum up, the findings suggest that the coordination mechanism established at regional, zonal and woreda levels are barely functional, but some opportunities can be taken advantage of to strengthen the platforms. ARRA is currently implementing a project entitled "Sustainable Reintegration Support to Ethiopian Returnees from Europe" funded by the European Union. The project is being implemented in all regions of Ethiopia and Oromia is one of the five regions given much attention. The project has a total budget of EUR 15 Million and will be implemented for three years starting from May 2018. Apart from facilitating sustainable economic, social and psychosocial individual and community-based reintegration of Ethiopian returnees in communities of return, the project has structural dimensions that aim to strengthen national, regional and local level coordination and referral mechanisms for managing the reintegration process, and enhance the capacities (technical, material) of relevant regional and local government organizations involved in the reintegration process to provide guidance and support on reintegration to returnees. The project has also planned to establish a coordination mechanism at regional and woreda level to facilitate its implementation. Different relevant government bureaux such as the Woreda Administration, Micro and Small Enterprise Development Agency, Health Office, TVET Office, Office of Labour and Social Affairs, Youth and Sport Office and Microfinance Institutions are expected to be members of the platform.

Further details on stakeholders working on migration in the region along with their initiatives can be found in the main report entitled "Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia".

2.2.9. SNNP Regional State

Southern Nations, Nationalities and Peoples' (SNNP) regional state is one of the most migration-prone areas in Ethiopia. SNNP, with 20 per cent of the country's total population, contributes 12.8 per cent of the total number of Ethiopia's migrants (fourth highest)⁵⁸. There are several hotspot areas of origin and/or transit for irregular migration in SNNP. Gurage, Hadiya, Halab, Kambata, Selti, Tembaro, and Wolayta zones are the major areas of origin and/or transit for irregular migrants in the region. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.9.1. Stakeholders and Coordination Mechanisms at Regional Level

i. Stakeholders:

Stakeholders working on migration in SNNPR include federal and regional government bodies, intergovernmental organizations, NGOs, mass-based societies, service providers and others. The role of each category of stakeholder is described below.

- i. Governmental organizations:** most regional government bodies have some duties and activities on migration. These include the Regional Justice Bureau, BoLSA, Women's and Children's Affairs Bureau, Security and Administration Bureau, Police Commission, Education Bureau, Health Bureau, Culture and Tourism Bureau, Government Communications Office, Urban Food Security and Job Creation Agency, TVET Bureau, Rural Job Creation and Development Agency, Youth and Sports Bureau, Regional Nations and Nationalities Council and Regional Council. In addition, some federal government bodies such as the Main Department for Immigration and Nationality Affairs, ARRA and the Federal Attorney General work on migration management in the region.
- ii. Intergovernmental and non-governmental organizations:** some intergovernmental organizations such as ILO and IOM are supporting regional migration management initiatives in SNNPR. IOM works with different regional government bodies such as BoLSA and TVET to build capacity and conduct community conversation programmes. IOM also funds the government and some charity organization working on reintegration of returnees. Religious institutions, young people's and women's federations, employers' federation, confederation of trade unions and other mass-based societies also have some role in the migration management activities of the region. However, their participation is considered limited. The new directive adopted by the region for re-establishing the regional anti-human trafficking task force has now included them as members. Some service-providing organizations such as Universities, State Media, Private Media such as EBS Television, Selam Hawassa, DOT and OMO Microfinance were also identified as stakeholders in migration management in SNNPR. The number of non-governmental organizations working on migration in SNNPR is limited. Ethiopian Red Cross Society, Save the Children, Good Samaritan Association, Forum on Sustainable Child Empowerment (FSCE) and Dorcas Aid Ethiopia are charity NGOs working on migration in the region.

⁵⁸ International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).



ii. Coordination mechanism at regional level

A coordination mechanism like the federal one was established following the enactment of Proc. 909/2015. In this structure, a regional anti-trafficking council/committee and a task force were established. The regional council is chaired by the regional vice-president. The region recently adopted an anti-human trafficking directive for strengthening the existing coordination mechanism and establishing working groups under the task force. As stated in the March 2018 directive, the task force comprises most regional government bodies, mass-based societies, federal agencies, NGOs and service-providing organizations. The task force is chaired and coordinated by the regional Justice Bureau. The directive requires the task force to establish similar coordination mechanisms and structures at zonal, city administration and woreda levels. Apart from the regional level task force, there are also some specific coordination mechanisms. The Regional Administration has a Diaspora Affairs division that works closely with some relevant sector bureaux such as BoLSA. Another task force was recently established for overseas employment that includes TVET and Justice as its members.

The anti-human trafficking coordination mechanism established at all administrative levels in the region is not as functional as it should be, according to some officials. Until recently, there was also no clear institutional arrangement for managing and coordinating migration in the region. As a result, evaluating effectiveness of the platform was difficult. The systems in place to monitor the activities of the stakeholders and evaluate their achievements as well as those of the task force as a whole are weak. Many key informants also believe it is too early to evaluate the effectiveness of the coordination mechanisms as they are recently established. Even so, many key informants indicated that they have made an encouraging start and migration management has improved in the region. There is some kind of referral system in the region. Most importantly, illegal migration has shown a declining trend, though this positive trend may not necessarily be attributed to the coordination mechanism.

The coordination mechanisms and their effectiveness are being challenged by several factors. According to some key informants, the existing initiatives focus on financial support and do not do much about other aspects of migration such as job creation for young people. Migration issues are also not institutionalized by stakeholders. A Secretariat that was supposed to be established under the Justice Bureau to coordinate the activities of stakeholders has not become a reality yet. Separate budgets are also not allocated for migration issues, which reduced the ability of government bodies to respond and become actively involved in and implement their activities. Weak regional level coordination was also largely attributed to the lack of budget. The capacity of government bodies to implement their duties and enforce the anti-human trafficking and smuggling proclamation was also considered weak. Turnover of focal persons attending task force meetings was also mentioned as a challenge to the effectiveness of the task force. The coordination platforms have also not been particularly participatory in the past three years as religious organizations, community and community leaders have barely been participating in the process. The new directive has, however, addressed the issue at least on paper.

2.2.9.2. Stakeholders and Coordination Mechanisms at Zonal and Woreda Levels

At zonal/city administration and woreda administration levels, Labour and Social Affairs department/offices, Youth and Sport Affairs department/offices, Women's and Children's Affairs department/offices, Justice department/office, Food Security and Job Creation department/office, City Municipality, Trade and Industry Development department/office, Police, Courts, Security Office, Culture and Tourism department/office, Education department/office and Health department/office are the government bodies working on migration issues. Federal Attorney General has also the mandate to prosecute traffickers and smugglers at each level. IOM and OMO Microfinance Institution also work on migration. There are almost no charity non-governmental organizations working on migration in the visited areas.

Following the enactment of the anti-human trafficking proclamation, task forces were established at zonal and woreda levels to coordinate stakeholders and their activities. These coordination mechanisms involve many of the local government bodies as members. At zonal level, the task force was established under the anti-human trafficking council. The task force consists of two subcommittees namely: Executive Committee and Technical Committee. The executives committee includes the heads of the member organizations while the technical committee includes skilled personnel from members. Some encouraging improvements have been observed in some aspects of migration such as awareness-raising. The fact that the coordination structures are established can be taken as good beginning. At woreda level, there is also relatively good cooperation between government bodies and service providers to facilitate participation in criminal justice and civil proceedings, access to basic services and so on. At present, the main government body concerned with migration issues, Labour and Social Affairs, is also established as an office (it used to be merely a "Core Process" unit). This is expected to facilitate cooperation and activity implementation.

Data gathered from zonal officials seem to suggest that the coordination structure at zonal level is relatively strong and functional. There is good cooperation among stakeholders. However, to many regional level stakeholders, the coordination mechanisms established at zonal and woreda level are still weak and under-resourced. There is a general absence of a well-organized government structure mandated to manage migration/refugee/IDP particularly at zonal and woreda level. There is a general lack of strong commitment and ownership from stakeholders. Members of the task forces often struggle to meet as scheduled or regularly. The existing task forces' procedures are not properly institutionalized. Documentation and monitoring activities also seem to be weak and the study team was not even able to get any documentation on establishing the task forces. To some officials, some works related to migration are seasonal. Turnover of personnel at zonal and woreda levels coupled with lack of proper hand-over of responsibilities between outgoing and incoming officials has also hampered coordination. Coordination mechanisms at zonal and woreda levels are also being challenged by lack of capacity. The fact that the mandate to prosecute traffickers and smugglers was given to the Federal Attorney General was also mentioned as a challenge to law enforcement at local level. As prosecution of traffickers and smugglers is not their mandate, the role of local police, justice and security offices in migration issues is limited. The federal Attorney General was also considered inaccessible to local governments.

To sum up, the findings suggest that the coordination mechanism established at regional, zonal and woreda levels are barely functional, but some opportunities can be leveraged to strengthen the platforms. ARRA is currently implementing a project entitled "Sustainable Reintegration Support to



Ethiopian Returnees from Europe” funded by the European Union. The project is being implemented in all regions of Ethiopia and SNNPR is one of the five focus regions. The project has a total budget of EUR 15 Million and will be implemented for three years starting from May 2018. Apart from facilitating sustainable economic, social and psychosocial individual and community-based reintegration of Ethiopian returnees in communities of return, the project has structural dimensions that aim to strengthen national, regional and local level coordination and referral mechanisms for managing the reintegration process, and enhance the capacities (technical, material) of relevant regional and local government organizations involved in the reintegration process to provide guidance and support on reintegration to returnees. The project has also planned to establish a coordination mechanism at regional and woreda level to facilitate its implementation. Different relevant government bureaux such as the Woreda Administration, Micro and Small Enterprise Development Agency, Health Office, TVET Office, Office of Labour and Social Affairs, Youth and Sport Office and Microfinance Institutions are expected to be members of the platform.

Further details on stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.10. Somali Regional State

Somali regional state is home to 6 per cent of the country’s population according to the 2007 Population and Housing Census report⁵⁹. It is the second largest region in the country in terms of land size. According to the 2007 Population and Housing Census report, over 4.4 million people were living in the region. The region’s economy is heavily dependent on livestock. Somali region is another important hub for population movements within Ethiopia and the Horn of Africa. It is both a source and transit site for irregular migrants. As the region shares international boundaries with Kenya, Somalia and Djibouti, irregular migrants mainly from Northern and Central Ethiopia as well as refugees who dwell in the region en route to Europe and the Gulf States transit through it and cross the border. Somali migrants from Somaliland and Somalia en route to Europe via Jigjiga city and then Addis Ababa also transit through the region. The region is also a source of irregular migration that mainly comes from refugees hosted in the region⁶⁰. Somali regional state also hosts thousands of IDPs and refugees. This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.10.1. Stakeholders

- i. **Government Bodies:** different governmental bodies are involved in activities related to migration. These include regional President Office, Police Commission, Justice Bureau, Courts, BoLSA, Women’s and Children Affairs Bureau, Youth and Sport Office, and Disaster Prevention and Preparedness (DPP). Apart from the regional government bodies, federal agencies such as the Federal Police Commission and ARRA are also involved in migration matters.
- ii. **Intergovernmental and Non-Governmental Organizations:** some intergovernmental organizations such as UNICEF, UNHCR, UNFPA, IOM, UNDP, WFP and others intervene

59 Central Statistical Agency (CSA). 2008. The 2007 Population and Housing Census of Ethiopia: Country Level Report.

60 IOM Special Liaison Office. Joint Assessment on Irregular Migration in Somali Region. 2016.

in the region. In addition, some local and international non-governmental organizations are implementing different projects mainly targeting refugees and IDPs in Somali region. These include IRC, DRC, Oxfam, Save the Children, NRC, OWDA, RaDO, Islamic Relief, Pastoralist Welfare Organization, Mothers and Children Multisectoral Development Organization (MCMDO), Save the Environment Ethiopia, Good Samaritan Association, Norwegian Church Aid, African Humanitarian Aid and Development Agency and others.

2.2.10.2. Coordination Mechanism

According to officials from regional government bodies, a regional anti-trafficking task force that is like the federal task force was established in the 2015/16 fiscal year. The task force is chaired by the Regional Justice Bureau. The task force holds monthly meetings, where reports are presented and plans for the next month are developed. Task force members are entrusted with different responsibilities ranging from awareness-raising to job creation for potential migrants and returnees to supporting federal agencies in bringing traffickers and criminals in refugee camps to justice. Although the task force is in its infancy, some officials indicated that it has been effective in its activities. Member organizations are said to be actively involved and undertake the responsibilities entrusted to them in a coordinated manner. If the views of key informants are reliable, a task force is present though shortage of resources and capacity limitations are challenging its functioning. There is no budget allocated for the task force. As a result, its activities are being financed through the ordinary budgets of member organizations. The consultant was nevertheless unable to verify the establishment and functioning of the task force and its activities due to lack of access to the necessary supporting documents such as Terms of Reference of the Task force, plan and progress reports, and so on.

Unlike other regions, a durable solution working group has been established in Somali Region with the endorsement of the regional president. Co-chaired by Regional Disaster Prevention and Preparedness Bureau and IOM, the working group includes all line government bureaux, all United Nations agencies, NGOs and development partners that operate in the region as its members. This mechanism is considered very inclusive and strong. As a result, efforts are being made to replicate the mechanism in other regional states.

To sum up, the durable solutions working group is functioning well and may be a good practice worth benchmarking. However, the group focuses on IDPs. The findings suggest that the anti-human trafficking task force is either in its infancy or is not functional at all, but some opportunities can be leveraged to strengthen the platforms. ARRA is currently implementing a project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe” funded by the European Union. The project is being implemented in all regions of Ethiopia and Somali Region is one of the five focus regions. The project has a total budget of EUR 15 Million and will be implemented for three years starting from May 2018. Apart from facilitating sustainable economic, social and psychosocial individual and community-based reintegration of Ethiopian returnees in communities of return, the project has structural dimensions that aim to strengthen national, regional and local level coordination and referral mechanisms for managing the reintegration process, and enhance the capacities (technical, material) of relevant regional and local government organizations involved in the reintegration process to provide guidance and support on reintegration to returnees. The project has also planned to establish a coordination mechanism at regional and woreda level to facilitate its implementation. Different relevant government bureaux such as the Woreda Administration, Micro



and Small Enterprise Development Agency, Health Office, TVET Office, Office of Labour and Social Affairs, Youth and Sport Office and Microfinance Institutions are expected to be members of the platform.

Further details of stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.2.11. Tigray Regional State

Tigray regional state is one of the most migration-prone areas of Ethiopia. Tigray region, which is home to 6 per cent of the country’s total population, produces 5 per cent of the total number of migrants⁶¹. The major areas of origin and transit for irregular migration are in Eastern Tigray (Adigrat, Atsbi Wonberta, Edaga Hamus, Erob, Ganta Afeshum, Gulo Mekeda, Kelelte Awelallo, Wukro), North-Western Tigray (Humera, Shire, Tahitay Adiyabo), and Southern Tigray (Alamata, Enderta, Mehoni, Hintalo Wajirat and Raya Azebo). This section of the report details the key stakeholders working on migration along with coordination mechanisms present in the region.

2.2.11.1. Stakeholders

Most regional government bodies and some intergovernmental and non-governmental organizations, religious institutions and universities implement some activities on migration. A brief description of these organizations along with their programmes or activities related to migration are presented below.

- i. **Government bodies at regional level:** Regional Council, Security and Administration Bureau, Judiciary, Justice Bureau, Women Affairs Bureau, BoLSA, Education Bureau, Mass Media Agency, Youth and Sports Bureau, Micro and Small Enterprise and Urban Food Security Agency, Civil Service Bureau, Health Bureau, Agriculture and Rural Development Bureau and Police Commission are the regional government bodies involved in migration management activities.
- ii. **Government Bodies at Woreda/City Administration Level:** at woreda or city administration level, government bodies are the agencies with the greatest involvement in migration management activities. Woreda Administration Office, Youth and Sports Office, Women and Children Affairs Office, Public Service Office, Justice Office, Police, Security Office, Public Relations/ Communications Office, Education Office, Health Office, and Labour and Social Affairs Office are the major government bodies working on migration issues at woreda/city administration level. Their respective roles are like those of their regional level counterparts. BoLSA is often involved in registering returnees and job seekers and sharing the list with different stakeholders that provide necessary support. It also facilitates provision of training and employment. It also coordinates members of the task force. The Health Office provides health services free of charge for those IDPs, victims and returnees that are not able to pay. The Education Office supports victims, returnees and IDPs to continue their education. The Youth Office, and Women’s and Children’s Affairs Office work on awareness-raising, targeting young people and women respectively. The Security Office facilitates the provision of identification card to IDPs, returnees

61 International organization for Migration (IOM). 2017. Migration Profile for Ethiopia (Draft).

and victims. The Civil Service Office facilitates the hiring of returnees and IDPs where they can be accommodated. The Micro and Small Enterprise Development Office provides support to potential migrants, IDPs and returnees to make them financially and economically stable and strong. It also facilitates the provision of loans and places to work and sell products. Young People's and Women's associations are also involved to some extent and the woreda/city administrations are also considering the need to include religious institutions in their task forces and activities. According to officials consulted for the study, existing interventions to respond to the needs of IDPs, returnees and potential migrants are very limited.

- iii. Intergovernmental, non-governmental organizations and others:** IOM and ILO are the major intergovernmental organizations implementing projects and supporting regional efforts on migration. IOM has been supporting the setting up of different committees. It also builds the capacity of institutions and engages in awareness-raising activities. UNICEF has been implementing the “BSRP” targeting refugees and host communities funded by DfID.

Service providing institutions such as Mekele University and Dedebit Microfinance Institution are also involved in migration management activities in the region. Mekele University undertakes studies and creates awareness while Dedebit Microfinance Institution provides financial services to potential migrants and returnees who engage in self-employment activities. Religious institutions such as the Ethiopian Orthodox Church, the Islamic religious movement and the Catholic Church are also creating awareness among the general public with the aim of bringing about a change in society's attitude to migration. Religious institutions are also members of the regional anti-human trafficking task force. Returnees are also playing some roles in migration management in Tigray region by pretending to be potential migrants to expose traffickers. Mass-based societies including Tigray Youth Association, Tigray Youth League and Tigray Women Association also participate in migration management activities in the region. These associations are also members of the regional anti-human trafficking task force.

Some charity non-governmental organizations are also implementing projects that largely focus on preventing illegal migration through awareness and employment opportunity creation, reintegration of returnees and supporting refugees in the region. These NGOs include Ethiopian Catholic Church Social and Development Commission, Save the Children, Good Samaritan Association, HIS, Opportunities Industrialization Centres Ethiopia, Norwegian Church Aid. International Rescue Committee (IRC), Comitato Internazionale Per Lo Sviluppo Dei Popoli (CISP), ZOA-Ethiopia, and Relief Society of Tigray (REST). At woreda/city administration level, few non-governmental organizations work on migration. Tigray People Liberation Front (TPLF) office is involved in awareness-raising in society, particularly with regard to young people. Young people's and women's associations and religious institutions also sometimes engage in awareness-raising activities. Charity organizations that implement projects related to migration were barely represented in the visits to local administrations.

2.2.11.2. Coordination Mechanisms at Regional and Woreda/City Administration Levels

Tigray regional state established a regional anti-trafficking task force/steering committee in September 2017 composed of regional government bodies, religious institutions, mass-based societies, higher education institution and intergovernmental and non-governmental organizations. The Youth and Sports Bureau coordinates the regional task force and follows up



the activities of the sector offices. Service-providing institutions such as Mekele University, religious institutions such as the Ethiopian Orthodox Church, the Islamic religious movement and the Catholic Church, and intergovernmental and non-governmental organizations are also members of the task force. The regional task force also includes mass-based societies including Tigray Youth Association, Tigray Youth League and Tigray Women Association as members. The Memorandum of Understanding signed by members requires that the regional task force holds joint meetings with zonal administrations once a year and with woreda administrations twice a year. As with the regional structure, steering committees were established at woreda/city administration levels. In Wukro city administration, one of the sampled local governments in Tigray, the task force includes only government offices as members. The task force/steering committee is now being chaired by the mayor of the city administration while BoLSA is deputy chair and coordinates the activities of the committee members. A relatively similar structure exists in Raya Azebo woreda administration. Some encouraging work has been done through these structures. Encouraging outcomes were recorded on awareness-raising, hunting traffickers and bringing them to justice, and supporting victims of human trafficking and returnees. There is also a joint planning and progress review.

However, the task forces at regional and woreda levels were considered weak and partially functional by many stakeholders. Meetings of the task force happen once or twice a year and are not even scheduled. Many government organizations also consider their activities on migration secondary to what they do regularly. Hence, they do not often give migration-related activities adequate attention. No accountability is attached to stakeholders. The coordination task force is even less functional at woreda level. Given that only woredas with large migrant populations were visited for the study, the findings could suggest that coordination mechanisms in woredas that are not migration-prone are likely to be barely functional. It also came as a surprise to the study team that almost no charity NGOs were working on migration in migration-prone sample woredas in Tigray.

Existing weaknesses of the anti-human trafficking coordination mechanisms were attributed to different factors related to legal, capacity, resource, commitment, awareness, structure and so on. According to key informants, the Memorandum of Understanding signed by members of the task force is inconsequential and difficult to enforce. The weakness of the coordination structure was also associated with the nature of the responsibilities and number of organizations involved. According to key informants, some stakeholders seem to lack clarity about the specific roles that their organizations are supposed to play in migration management activities. The activities of stakeholders are not also being closely monitored and evaluated to determine progress and take necessary measures. Proclamation 909/2015 was also partly blamed for the ineffectiveness of regional initiatives or coordination mechanisms. According to key informants, the proclamation allows human traffickers to have the right to surety, which has helped them to get out of jail and vanish without trace. The way the task force is structured might also have contributed to its weakness. Hence, instead of one task force, key informants suggested different task forces for each major migration issue such as returnee reintegration, prosecution, prevention and so on. Shortage of resources, weak capacity and lack of strong commitment from top to lower level leadership were also blamed for the weak coordination in the region. This is even worse at woreda level.

Apart from the anti-human trafficking task force, some project-based platforms have been or are being established to coordinate stakeholders working on reintegration of returnees. The coordination mechanism that was established through a Memorandum of Understanding signed by ILO and relevant Bureaux of the Tigray Regional State is one such platform. The regional bureaux that signed

the MoU include the regional Bureau of Labour and Social Affairs (chair), TVET Bureau, Micro and Small Enterprises Development Agency, Agriculture and Rural Development Bureau, and Dedebit Credit and Savings Institution (DECSI). This platform was established with the aim of facilitating timely and effective implementation of an ILO three year technical cooperation project entitled “Support for the Reintegration for Returnees in Ethiopia”. The MoU has outlined the objectives, responsibilities, timeline and other aspects of the signatories. Similarly, a coordination mechanism is being established by ARRA at regional level to facilitate implementation of the EU funded project entitled “Sustainable Reintegration Support to Ethiopian Returnees from Europe”. Different relevant government bureaux such as the Regional President’s Office/Woreda Administrator, Micro and Small Enterprise Development Agency, Health Bureau/Office, TVET Commission, Bureau of Labour and Social Affairs/Office, Youth and Sport Bureau/Office and Microfinance Institutions are expected to be members of the platform.

To sum up, the findings suggest that coordination mechanisms established at regional, zonal and woreda levels are still weak, but some opportunities can be leveraged to strengthen the platforms. Major objectives of the “Sustainable Reintegration Support to Ethiopian Returnees from Europe” project being implemented by ARRA include strengthening national, regional and local level coordination and referral mechanisms for managing the reintegration process, and enhancing the capacities (technical, material) of relevant regional and local government organizations involved in the reintegration process to provide guidance and support on reintegration to returnees. The region can exploit this opportunity to enhance the capacity of existing coordination mechanisms.

Further details on stakeholders working on migration in the region along with their initiatives can be found in the main report entitled “Mapping of Stakeholders Working on Migration at Regional and Woreda Levels in Ethiopia”.

2.3. Horizontal and Vertical Anti-Human Trafficking and Smuggling Coordination Mechanisms

2.3.1. Vertical Coordination

The anti-human trafficking and smuggling Secretariat established to coordinate the activities of the national anti-human trafficking task force collects reports from regional task forces biannually. There is a platform where all regional and federal task force members meet annually to hear reports and agree on next steps. Some capacity-building is also said to be provided to regional and federal task forces. Some technical assistance is also provided for some task force members particularly in national report preparation. Some field visits were also conducted by the federal task force to each region in order to identify challenges and monitor the work that is done at regional level. This field visit used to be conducted every six months, but the visits were interrupted due to the political unrest experienced by the country. Regional presidents are also members of the national level anti-trafficking council, which: leads and coordinates the national anti-trafficking operations; evaluates, assists and directs task forces and various working groups; evaluates tasks conducted in regions and city governments; organizes forums to exchange experience; and holds meetings within a certain time limit. Their membership of the national council may facilitate information exchange, coordination between federal and regional platforms, and so on. These

vertical coordination mechanisms between regional and federal task forces are good beginnings that need to be strengthened in the future.

As shown in the table below, the current area of collaboration between regional and national anti-human trafficking committee and task forces includes participation in joint annual meetings, supportive supervision visits paid by the national task force to regional task forces, and submission of reports by regional task forces to the national task force. Even so, vertical coordination between national and regional task forces has remained weak. The existing level of coordination is not well structured and defined. Expectations also seem to vary between federal and regional level task force members about the scope and level of coordination. Regional level task forces expect strong coordination with and support from national level task force. They expect capacity-building and other support. From the viewpoint of their expectations, the findings suggest that coordination between national and regional level task forces is ineffective. Their links currently focus on reporting, which is also said to be one-way (from regional to federal). Important tools that could support efficient coordination at different levels such as websites and databases are not also put to use. As a result, two-way and timely exchange of information and lessons is challenged.

A similar relationship also exists between regional and zonal task forces, and zonal and woreda level mechanisms. However, coordination among regional and woreda level task forces seem to vary among regions. In some regional states such as Amhara and Benishangul Gumuz, heads of zonal administrations are represented in regional task forces. Similarly, woredas are represented in zonal level task forces. In regions such as Tigray, the regional task force holds joint meetings/workshops with zonal and woreda task forces periodically. These are good practices that may need to be emulated by other regions to facilitate collaborative work, exchange information and good practices and disseminate information. Regardless, coordination between regional and lower level task forces is also said to be too weak to enable them to even undertake basic functions at their respective levels. Coordination mechanisms established at zonal and woreda administration levels are actually weaker (if they exist at all) than those of the federal and regional level task force. This is troubling given that the actual work is largely undertaken at lower administrative levels. There is no direct relationship between the national task force, and zonal and woreda level coordination mechanisms. Their relationship is indirect and happens through regional task forces.

■ **Table 9: Existing Vertical and Horizontal Linkages between Anti-Human Trafficking and Smuggling Coordination Mechanisms at Different Administrative Levels**

Coordination Mechanisms	National anti-human trafficking committee and task force	Regional anti-human trafficking committee and task force	Zonal anti-human trafficking committee and task force	Woreda anti-human trafficking committee and task force
National anti-human trafficking committee and task force	Not applicable	Joint annual meetings Periodic field visits Submission of reports	None directly but through regional task forces indirectly	None directly but through zonal and regional task forces indirectly
Regional anti-human trafficking committee and task force	Joint annual meetings Periodic field visits Submission of reports	None	Joint meetings or membership in task force Submission of reports	Joint meetings or membership in task force Submission of reports
Zonal anti-human trafficking committee and task force	None directly but through regional task forces indirectly	Joint meetings or membership in task force Submission of reports	None	Joint meetings or membership in task force Submission of reports
Woreda anti-human trafficking committee and task force	None directly but through regional and zonal task forces indirectly	Joint meetings in some regions	Joint meetings or membership in task force Submission of reports	None

2.3.2. Horizontal Coordination

Given the nature of migration, the vertical coordination is not adequate. Horizontal coordination among regional states is found critical with regard to dealing with irregular migrants. As irregular migrants are often caught in regional states other than their own, there is a need for the regions to work together to protect and transport the migrants to their home region. Due to the absence of such mechanisms, some regions are currently facing budget constraints to deal with irregular migrants who come from other regions.

‘...There should be coordination among regions because as I said before most of the irregular migrants come from other regions and we are the ones who are covering the expenses as they are citizen of Ethiopia. We need to coordinate with the major migration-prone regions such as Amhara, Oromia, Tigray, etc.’ an official said.

This challenge has, of course, been recognized by stakeholders and some attempts were made to address them. As an example, some collaborative meetings were held between regional states with the aim of working together on victims of human trafficking and smuggling. The MoU signed by Somali, Oromia and Dire Dawa City Administrations is also another encouraging sign of good practice implemented last year to foster work in collaboration, though it is not functional at present. Some informal working relations are also in place between some regions. The complexity of migration issues, however, demands formal coordination mechanisms that could enable regions to work together.



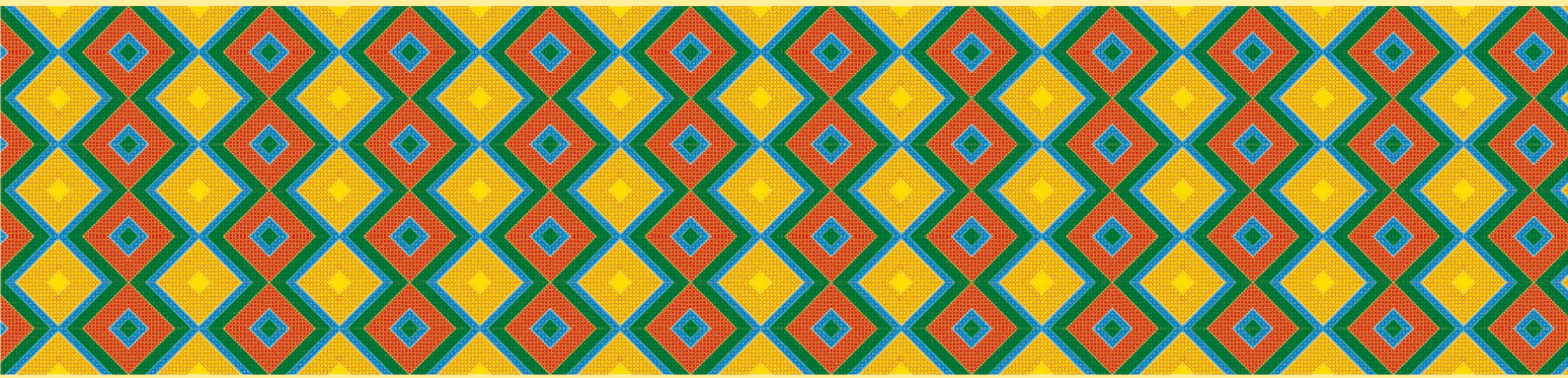
3 Conclusions and Recommendations

- i. The anti-human trafficking and smuggling task forces established at all levels are the main mechanisms in place to coordinate stakeholders working on migration (excluding those working on refugees and IDPs). The task forces often comprise governmental and non-governmental stakeholders. Non-governmental stakeholders include mass-based societies and religious institutions that are well represented in the coordination platforms. Other non-governmental organizations such as charitable NGOs do not seem to be adequately represented in the coordination mechanisms. As a result, they have limited roles in the functioning of coordination mechanisms. This calls for a need to ensure adequate representation of charitable NGOs in the coordination mechanisms.
- ii. Many governmental, intergovernmental, bilateral and non-governmental organizations work on migration in Ethiopia. However, the existing interventions are very inadequate vis-à-vis the magnitude of the problems and issues. Most interventions by non-governmental organizations focus on refugees. Organizations working on labour migration such as promoting legal migration routes are very limited. Considering these, the legal framework is not adequately enforced, and the general public may still lack awareness about the risks of irregular migration and knowledge of available legal routes. Available services and support mechanisms for victims and returnees also remain very weak. Clear strategic and policy direction is also needed to manage and support victims and returnees.
- iii. The federal level anti-human trafficking and smuggling task forces is functioning relatively well compared with regional and lower level task forces. The fact that the federal level task force is supported by a Secretariat might have contributed much to its current strengths. However, the Secretariat itself is not as strong as it needs to be. It has limited financial and human resources to adequately coordinate the activities of task force members and other stakeholders. Hence, there is a need to strengthen the capacity of the Secretariat in terms of human and financial resources as well as operating systems and procedures. Most importantly, it needs to be staffed with professionals from diverse backgrounds to effectively coordinate and manage different aspects of migration. The Secretariat should also develop standard operating procedures and working manuals to manage its activities.
- iv. Anti-human trafficking and smuggling task forces are established in most regional states. At zonal and woreda levels, these task forces were already established or in the process of establishment at the time of the mapping study. However, the fact that all coordination mechanisms established

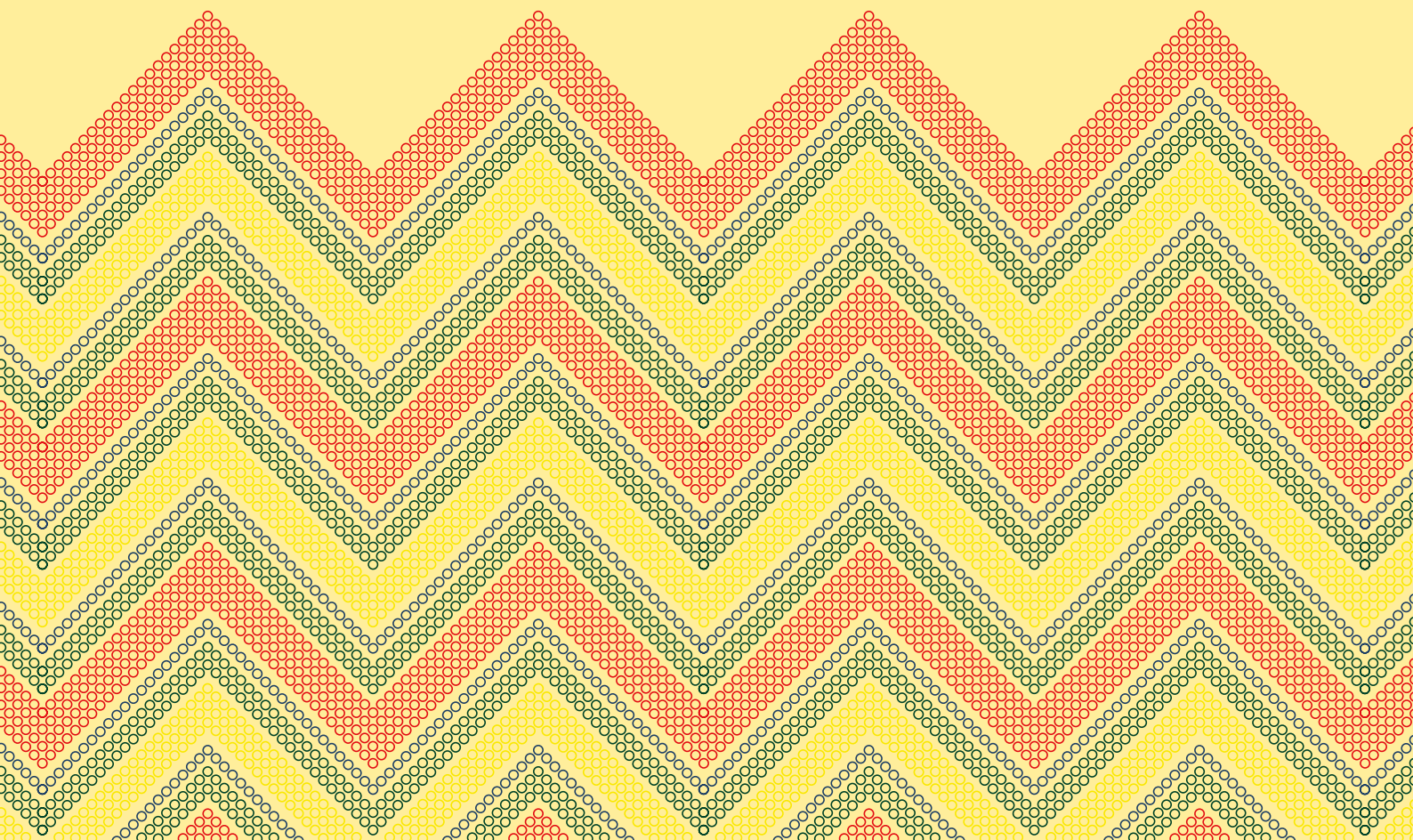
at all levels are in their infancy is a common feature. Existing coordination mechanisms are also barely functional and are not particularly effective particularly at regional and lower administration levels. This is partly associated with the lack of human and financial resources needed for coordinating stakeholders. Most governmental stakeholders do not allocate budgets and other resources specifically for executing migration tasks. In most cases, budgets are not also allocated for task force coordination activities. Many coordination platforms lack resources and capacity to adequately coordinate actors. Meetings are not held frequently or as scheduled. At regional and lower levels, there is no dedicated staff to coordinate the activities of task forces. Sustainability of coordination mechanisms is also questionable. The capacity of participating organizations to coordinate and collaborate with other actors is also limited. Activities of coordination mechanisms are not also institutionalized at member organizations. Hence, a Secretariat may need to be established for task forces at each level with the necessary human, financial and material resources needed for coordination.

- v.** Stakeholders working on migration lack a sense of ownership and commitment to the cause. This is evident from the dismal execution of planned or assigned activities and their frequent absence from task force meetings. Lack of mechanisms that could hold actors accountable for their action or inaction has contributed to lack of commitment among stakeholders. Hence, systems and other necessary mechanisms should be put in place to make stakeholders accountable and ensure that they give the necessary attention to migration issues.
- vi.** Existing coordination mechanisms are in their infancy. They lack systems for planning, monitoring and evaluating their performance. In many lower level platforms, activities on migration are not planned. Hence, the coordination task forces need to be capacitated to put in place systems that ensure joint planning as well as implementation and monitoring.
- vii.** The lack of a single government body to manage and coordinate migration issues was consistently identified as a major factor contributing to weak and ineffective coordination among stakeholders as well as the inadequate response to migration issues. This was particularly true for labour migration, returnees and IDP programmes. This may call for a need to explore the matter in great depth to deal with the concerns through legislative and policy measures.
- viii.** As is the case at federal level, Justice Bureaux in most regions chair and coordinate regional anti-human trafficking task forces. However, the way the task forces at all levels are named and chaired might have created some challenges. The naming itself is believed to have created some confusion and resulted in unbalanced attention to the different dimensions of migration. Hence, revisiting the names of the task forces in ways that represent their actual duties through legislation and other measures may be necessary. Some stakeholders also strongly suggested a need to establish separate task forces for the different migration governance issues such as labour migration, prevention of irregular migration, returnee reintegration, law enforcement and others.

- ix.** Proclamation 909/2015 mandated the Federal Police to implement tasks such as arresting and investigating suspects, exchanging information with other stakeholders and so on. Prosecution related mandates are also given to the Attorney General (the then Ministry of Justice). The proclamation, under Article 47, has provided that Federal Police and Attorney General can delegate their mandates to Regional Justice Bureaux and Regional Police Commissions, respectively. The fact that Proclamation 909/2015 has mandated federal agencies for its implementation was partly blamed for inadequate law enforcement, particularly at local levels. It is true that the proclamation has given federal agencies the option to delegate their powers to lower level authorities, which they did in some regions. In places where powers are not delegated to local authorities, law enforcement is being challenged as the federal authorities are not accessible to local communities. Even in areas where powers have been delegated, the branch offices established by the federal agencies are believed to lack adequate capacity to execute their responsibilities. Hence, there may be a need to delegate powers to local authorities or increase and strengthen branch offices to make them accessible and up to the job.
- x.** The relationship between regional and federal anti-human trafficking task forces is mainly limited to reporting. There is weak follow-up from the federal task force to verify that regional task forces are functioning as reported and needed. Opportunities for information sharing and technical support are also limited. Hence, strong mechanisms and tools should be in place to facilitate for information sharing. In addition, the federal task force and its Secretariat should be capacitated to provide necessary technical and other capacity-building support to regional task forces that in turn should do the same to lower level platforms.
- xi.** Horizontal coordination among regional states and their coordination mechanisms has remained almost non-existent. This has seriously hampered the protection and transportation of victims of trafficking and smuggling. There is a need to facilitate collaboration and coordination among regions and the setting up funds for dealing with costs associated with return of victims of illegal migration to their respective regions.
- xii.** Given the lack of mechanisms to make stakeholders accountable for joint responsibilities, it seems that participation in coordination processes is to some degree voluntary. This calls for a need to establish incentives at both personal and institutional levels within each participating organization and for the coordination process to encourage greater commitment to collaborative outcomes. Hence, there is a need to necessary introduce incentives to balance out the natural disincentives to coordinate and to address many of the barriers to coordination.



ANNEXES



Annex 1: List of Stakeholders Consulted

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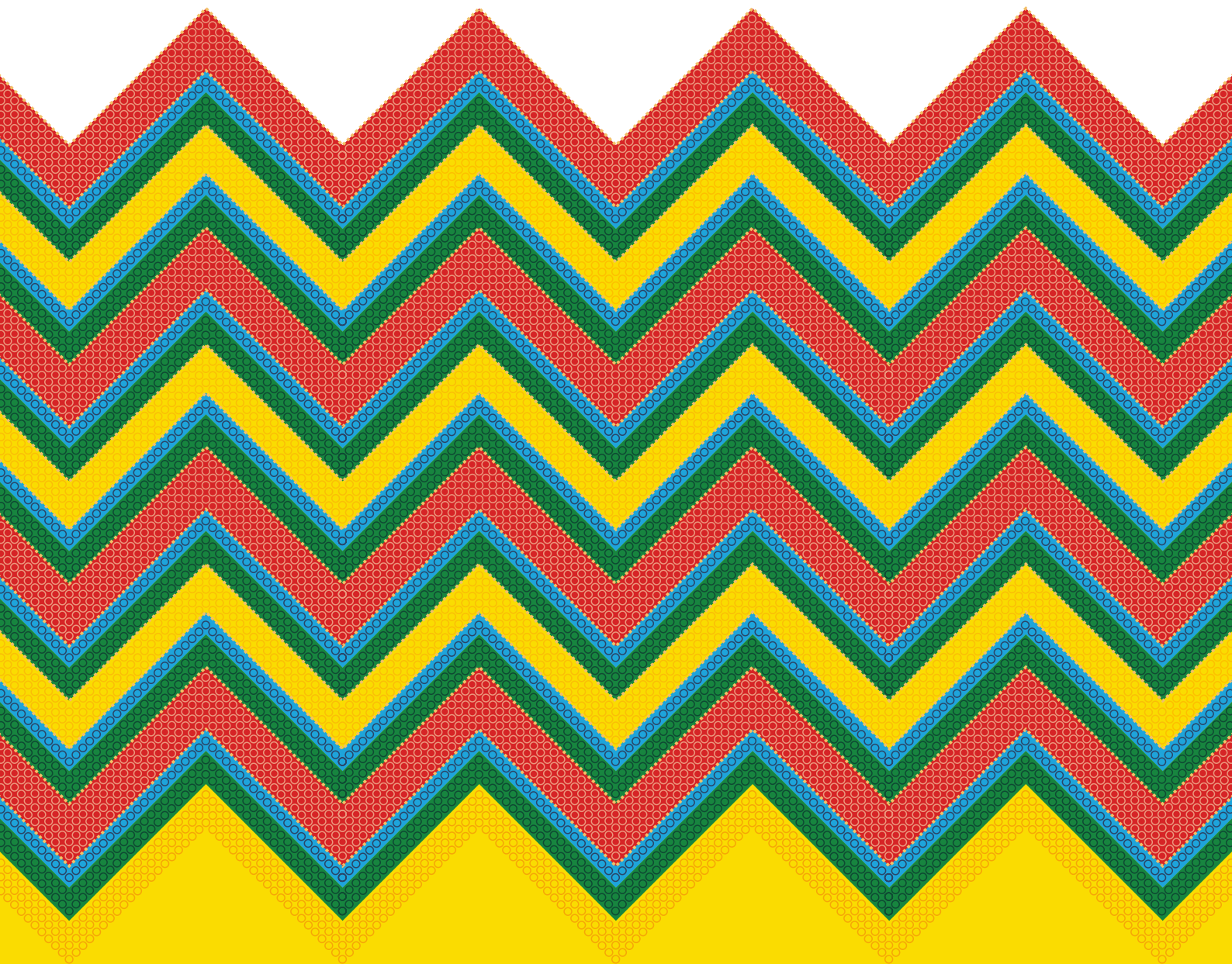
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