



The Federal Democratic Republic of Ethiopia

National Voluntary Report on the Implementation of the Global Compact on Migration

For the United Nations Economic Commission for Africa

National Partnership Coalition (NPC) on Migration

Addis Ababa

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Introduction

Ethiopia has been instrumental in the ratification process of the Global Compact for Safe, Orderly and Regular Migration (GCM) from its inception. The GCM was signed on 10 and 11 December 2018 in Marrakesh, Morocco, in the presence of Heads of State and senior representatives of various member states, recognizing the New York Declaration for Refugees and Migrants and acknowledging its multifaceted contribution to strengthening international migration management, cooperation and coordination. The GCM was also endorsed by the United Nations General Assembly on 18 December 2018.

During the development and adoption processes, the country which was represented by a High-Level Government of Ethiopia (GoE) delegation, acknowledged the importance of the Compact, and accepted its goals and committed to implementing them, considering the immense contribution they can make to the various national migration programmes and strategies. Based on this, the country has been working to identify ten priority GCM goals and was recently recognized as a GCM Champion country in East Africa; this was confirmed by an official letter of approval sent to the International Organization for Migration Headquarters by the GoE.

As per article 50 of the GCM, the implementation of GCM objectives is being reviewed by the United Nations Regional Economic Commission as well as the relevant regional, areal and sub-regional institutions in accordance with the guidelines. Consequently, the United Nations Economic Commission for Africa (UNECA) has been reviewing the activities conducted in Ethiopia since the adoption of the compact. This national voluntary report was developed in collaboration with a broad range of stakeholders at all levels of governance. It is as follows.

I. Methodology

The methodology we used to prepare the first report on national review of the GCM is as follows.

a. Establishment of a technical drafting team

- Relevant stakeholders who are members of the National Partnership Coalition (NPC) and custodians of migration governance were assigned by consensus as the main producers of the report (drafting team), with the Attorney General Office assuming the leading role as the

coordinator of the NPC. These included the Attorney General Office, Ministry of Labour and Social Affairs (MOLSA), Ministry of Foreign Affairs (MOFA), Immigration, Nationality and Vital Events Agency (INVEA), Central Statistics Agency (CSA), Federal Job Creation Commission (JCC) and International Organization for Migration (IOM).

- Relevant stakeholders collected and reviewed related documents, including plans and reports.
- The drafting team discussed with relevant officials and professionals at all levels and prepared an initial draft report to be discussed at a multi-stakeholder consultation event.

b. Multi-stakeholder consultation

- Ethiopia being one of the first signatories of the GCM, various activities have been carried out in the implementation of this document. In the country, a number of governmental, non-governmental, international and domestic charity organizations have been involved in the implementation of the GCM. Extensive discussions were held to provide information to stakeholders involved in the preparation and development of a high-quality and explanatory national voluntary report on the issue. Below are the steps that were followed in the development of the report:
- Stakeholders were sent the draft document in advance to make the necessary preparations and their feedback was collected at a two-day multi-stakeholder consultation event on the draft report on 18 and 19 November 2020.
- The final report was prepared by incorporating the inputs collected from the multi-stakeholder consultation event.

c. The review was conducted as per the above by using a participatory approach. The stakeholders were selected to reflect the whole of government and whole of society approaches to migration governance that the GoE is firmly committed to. The stakeholders who participated in the review are the following:

- **Participant government agencies:** Attorney General Office, MOLSA, MOFA, Ministry of Peace (MOP), Ministry of Agriculture (MOA), Planning and Development Commission, INVEA, Federal Urban Job Creation and Food Security Agency, Ethiopian Diaspora Agency, Ministry of Science and Higher Education, Agency for Refugees Affairs (ARRA), the Ministry of Women, Children and Youth (MOWCY), JCC, the Federal Police Commission and the CSA.
- **Participant non-governmental organizations:** Ethiopian Youth Federation, Ethiopian Women's Federation, Ethiopian Employers' Federation, Ethiopian Workers' Confederation.

- **International Organizations:** IOM, the United Nations Children's Fund (UNICEF) and the United Nations High Commissioner for Refugees (UNHCR), International Labour Organization (ILO)
 - **Religious Institutions:** The Inter-Religious Council of Ethiopia represented various religious institutions.
 - **Media:** The Ethiopian News Agency and the Ethiopian Broadcasting Authority.
 - **Local Charitable Organizations:** Agar Ethiopia Charitable Society, Good Samaritan Association and the Organization for Prevention, Rehabilitation and Integration of Female Street children (OPRIFS) participated.
- d. The following information was used to conduct the review.
- The Second Five Year Growth and Transformation Strategic Plan (GTP II) of Ethiopia (2015/16-2019/20).
 - The Ten-Year Perspective Plan for Ethiopia (2020/21-2030/31);
 - Key Performance Indicators designed by the National Planning Commission of Ethiopia;
 - The Five-year Strategic Plan (2016-2020) of the National Council on the Prevention and Suppression of Trafficking in Persons (TIP) and Smuggling of Migrants (SoM);
 - The Fiscal Year Plan of the National Partnership Coalition (NPC) and its periodic performance reports;
 - Migration-related annual plans and documents prepared by the different NPC thematic working groups based on the roles and responsibilities assigned to them by Proclamation 909/2015 and 1178/2020 on the Prevention and Suppression of TIP and SoM and subsidiary directives.
- e. IOM provided technical and financial support starting from the inception until the final publication of this national voluntary report. The GoE expressed its deepest gratitude for this kind of support and cooperation. In addition, the UN Migration Network for Ethiopia (UNMNE) provided technical support in organizing the national review workshops which have supported the GoE in prioritizing GCM objectives.

II. Policy and enabling environment

- a. To implement the GCM, the government works in partnership with various stakeholders who are directly or indirectly involved in migration management interventions. These include governmental and non-governmental organizations, international organizations, religious institutions, the media, private employment agencies and various domestic charitable organizations.

Table 1: Stakeholders with whom the GoE is collaborating in implementing the GCM

Governmental organizations	Non-Governmental Organizations	International Organizations
<ul style="list-style-type: none"> ▪ Agency for Refugee and Returnee Affairs ▪ Attorney General Office ▪ Central Statistics Agency ▪ Civil Society Organizations Agency ▪ Ethiopian Diaspora Agency ▪ Federal Police Commission, ▪ Federal Small and Medium Manufacturing Industry Promotion Agency ▪ Immigration, Nationality and Vital Events Agency ▪ Job Creation and Food Security Agency ▪ Job Creation Commission ▪ Ministry of Agriculture ▪ Ministry of Culture and Tourism ▪ Ministry of Education ▪ Ministry of Foreign Affairs ▪ Ministry of Health ▪ Ministry of Labour and Social Affairs, ▪ Ministry of Peace ▪ Ministry of Planning and Development ▪ Ministry of Science and Higher Education ▪ Ministry of Women, Children and Youth ▪ National Bank of Ethiopia ▪ National Disaster Risk Management Commission ▪ National Financial Information Center ▪ National Intelligence and Security Service 	<ul style="list-style-type: none"> ▪ Ethiopian Chamber of Commerce and Sectoral Association; ▪ Ethiopian Employers Federation, ▪ Ethiopian Trade Union Confederation ▪ Private Employment Agencies and Confederation 	<ul style="list-style-type: none"> ▪ African Union (AU) ▪ East African Intergovernmental Authority on Development (IGAD) ▪ European Union ▪ German Development Agency (GIZ) ▪ International Labour Organization ▪ International Organization for Migration ▪ United Nations Children's Fund ▪ United Nations High Commissioner for Refugees ▪ United Nations Office on Drugs and Crime
Religious Institutions	Media Institutions	Domestic Charities
<ul style="list-style-type: none"> ▪ Christian and Islamic Religious Institutions in their denominations ▪ Inter-Religious Council of Ethiopia 	<ul style="list-style-type: none"> ▪ Electronic and Press Media ▪ Ethiopian Broadcasting Authority ▪ Public and State Media, 	<p>Special projects on migration and other migration related topics have been designed and implemented in collaboration with:</p> <ul style="list-style-type: none"> ▪ Agar Ethiopia Charitable Society ▪ Association for Women's Sanctuary and Development (AWSAD) ▪ Catholic Church Shelter ▪ <i>Comunita Volontari Per Il Mondo</i> (CVM) Ethiopia ▪ Good Samaritan Association ▪ Organization for Prevention, Rehabilitation and Integration of Female Street Children (OPRIFS)

- Ethiopia is implementing the GCM in conjunction with sustainable development goals (SDGs) and other relevant processes. In addition to raising awareness among relevant governmental and non-governmental organizations starting from the adoption of the GCM in Morocco in late 2018, the government has given directions to mainstream it into the country's second five-year Growth and

Transformation Strategic Plan (GTP II) (2015/16-2019/20) and the Ten-Year Perspective Plan for Ethiopia (2020/21-2030/31).

- b. Both frameworks are expected to be instrumental to the country's efforts in alleviating poverty. Therefore, a national system has been set up for the concerned agencies to mainstream the GCM in their respective planning processes, as well as follow up and report on their implementation to the government.

In addition, during the preparation of the country's ten-year development plan (2020/21-2030/31), the National Planning Commission developed Key Performance Indicators to assess performance against migration-related national priorities and assigned the Central Statistics Agency to develop its own strategic plan to evaluate the inclusion of these indicators and performance in implementing GoE institutions. To strengthen the mainstreaming process, the Ministry of Labour and Social Affairs and the Attorney General Office, in collaboration with IOM, have trained the planning department heads of each of the agencies on how to integrate migration issues into their respective development plans. In addition, a study was conducted on the role of agencies with migration management related mandates in mainstreaming migration issues into their planning towards sustainable development goals.

- c. Since the adoption of the GCM, various practices, proclamations, directives, and policies have been developed and revised to respond to various migration issues in the country. The following are the major changes that can be mentioned:

- In Ethiopia, the government has given its green light to develop a National Migration Policy based on research recommendations and feedback gathered from stakeholders at various national and sub-national consultations on migration. Therefore, the government formed a technical working group composed of relevant stakeholders and recruited a consultancy team to prepare this policy, which is currently underway.
- The previous proclamation on the Prevention and Suppression of TIP and SoM (No. 909/2015) has been repealed and replaced by revised Proclamation on Prevention and Suppression of TIP and SoM (No. 1178/2020). As a result, a National Council mandated to spearhead the response was established under the Deputy Prime Minister Office, while the NPC and its Secretariat were established under the Attorney General Office to coordinate and implement the overall national migration management response.
- Refugees Proclamation No. 1110/2019 has replaced Proclamation 409/2004 and is currently in force. It aims to guaranty better access to rights and safety for refugees.

- The Ethiopian Overseas Employment Proclamation (No. 923/2016) has been amended and submitted to the Council of Ministers for further review. The suggested revisions are covering issues related with educational requirements for access to regular labour migration channels, bilateral labour agreement (BLA) requirements, contract approval, licensing and registration of private employment agencies (PEAs), etc. The overall objective of the revision is to widen the scope of implementation as well as mitigate challenges faced during implementation.
- The government has developed a regulation that establishes the structure and functioning of the NPC Convening key actors from government, intergovernmental organizations and civil society, the NPC will serve as a platform for ensuring whole-of-government and whole-of-society approaches to migration governance – both of which are GCM guiding principles. The government developed a directive establishing six thematic working groups under the NPC structure (Awareness and Promotion of overseas Employment, Law Enforcement, Protection of returnees and vulnerable migrants, Diaspora Engagement and Development, Migration data Management, and Migration Research
- The GoE has developed policy instruments to operationalize specific priority areas under Proclamation No. 1178/2020. These include a draft regulation on the Victims Rehabilitation Fund Management required to provide rehabilitation and restitutive support to victims of human trafficking. The government has developed a directive to institutionalize and operationalize the National Referral Mechanism (NRM) for victims of trafficking and other vulnerable migrants. A fully functional NRM will facilitate coordination actors and enhanced service provision to vulnerable Ethiopian migrants. The NRM has endorsed by the national council but the regulation is awaiting endorsement by higher government authorities.
- The previous Labour Proclamation No. 377/2004 was repealed and replaced by Proclamation No. 1156/2019.
- In 2019, a directive was issued to determine how private employment agencies should provide employment services in the country.
- A National Reintegration Directive (No. 65/2018) was issued on 25 September 2018 to place a legal framework around the reintegration of returnees.
- The ‘Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment’ (Free Movement Protocol) is in its signing stage at the ministerial level within IGAD and will become part of the country's law upon its ratification.

- In recognition of the unlocked potential of members of Ethiopian diaspora, the GoE in addition to the issuance of the 2013 National Diaspora Policy, has established a standalone Ethiopian Diaspora Agency in 2019 which is accountable to the Federal Ministry of Foreign Affairs to coordinate all diaspora engagement initiatives and ensure the diaspora acts as a driver of the country's development process.
- The National Job Creation Commission was established in 2019 in order to streamline the Government's efforts to create 20 million jobs by 2030.
- In 2019 and 2020, the Government developed a manual for providing standardized life skill training to returnees, a booklet to support the provision of economic support to victims of trafficking (VoTs) and other vulnerable migrants, as well as a series of Standard Operating Procedures (SOP) on migrants protection and assistance, including on 1) the provision of specialized services to returnees; 2) the protection and support to unaccompanied migrant children (UMC); and 3) a National Transfer System for the support and rehabilitation of returnees/migrants.
- The government developed a Training Manual on Job Creation and Planning in 2019.
- The Ministry of Finance and Economic Cooperation and the United Nations Country Team in Ethiopia signed the United Nations Sustainable Development Cooperation Framework (2020-2025). It is the first time that migration and durable solutions are mainstreamed in the document.
- In 2018, Ethiopia ratified the Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).
- The Durable Solutions Initiative Ethiopia, which is the first ever national level principled operational framework for durable solutions for internally displaced persons (IDPs) and host communities/communities at locations of return, relocation or local integration, was launched by the Ministry of Peace and the United Nations in 2019.
- An Ethiopian Migrants Data Management System has been set up under the Ministry of Labour and Social Affairs to fully capture information on citizens going abroad for work and to make protection and assistance services more efficient and accessible to them.
- The government has initiated work on various human rights issues, including establishing the Ministry of Peace to maintain peace and stability in Ethiopia including addressing the causes of displacement such as internal displacement.
- The government has also enacted new laws and amended others focusing on human rights, which have an impact on migration management. New laws include the Civil Societies Proclamation (No.

1113/2020) and the Investment Proclamation (No. 1180/2020), while amended laws include the Ethiopian Human Rights Commission Establishment Proclamation (210/2000), and Freedom of the Mass Media and Access to Information Proclamation (No. 590/2008).

- The government has also taken a general direction to make Ethiopia's foreign policy citizen-oriented, with significant efforts being made to integrate Africa economically.
- In terms of methods of implementation, at the federal government level, the National Partnership Coalition has established various thematic working groups, each of them comprising different governmental and non-governmental organizations. The GoE is focusing on ten (10) out of the 23 GCM objectives. The ten priority and the other remaining objectives are integrated in the planning of institutions mandated on migration through allocating resources to implement the objectives. The GoE decided to focus on the following ten GCM objectives (objectives 1, 2, 5, 9, 10, 11, 15, 18, 21 and 23), which were prioritized in 2019 through a series of multi-stakeholder national consultations. These objectives were determined as best reflecting the vision Ethiopia set for itself as a country.

d. The challenges encountered during implementation of the GCM are the following:

- There is limited collaboration and coordination among relevant government agencies and stakeholders despite the high level of coordination required for effective migration governance.
- There is a gap in the migration response and its rollout to the federal to the regional state level.
- The coordination of the migration response at the regional level remains limited despite significant efforts.
- Lack of coordination in migration information exchange flows and limited monitoring and evaluation process.
- Lack of uniform, centralized and sound information management system related to migration management interventions.
- Limited consistency and uniformity in the planning and reporting processes on migration related initiatives.
- Despite the ratification of the Kampala Convention, there is no proclamation on the status of internally displaced persons (IDPs).
- Regarding COVID-19 The government has enacted various regulations, directives and a state of emergency considering the multifaceted problems COVID-19 could bring to citizens and the country.

- e. The above-mentioned frameworks cover a broad range of migrant vulnerabilities including VoTs, vulnerable returnees, returnees, refugees coming to Ethiopia from various countries, migrant workers, people seeking and working in the country, children separated from their families, asylum seekers, women, children, child workers, etc.
- f. In response to the Global Compact for Migration (GCM), the GoE has undertaken institutional procedural and structural reforms.
- Under former Proclamation 909/2015, a National Council headed by the Deputy Prime Minister was spearheading a National Anti-Trafficking and Smuggling Taskforce, which was itself divided into four thematic working groups (prevention, law enforcement, protection of returnees and research). This Taskforce was spearheading the counter-trafficking response in the country. Under new Proclamation 1178/2020, the Taskforce grew into a National Partnership Coalition (NPC) and the existing four working groups were reshuffled into six working groups (Awareness and Foreign Employment, Law Enforcement, Returnees Protection and Rehabilitation, Diaspora Participation and Development, Migration Information Management, Research and Investigation Teams). In particular, the Diaspora Participation and Development and Migration Information Management working groups are expected to play a significant role in safeguarding the rights, dignity and security of Ethiopians in various countries, as well as solving problems related to migration information management.
 - The Ministry of Labour and Social Affairs, in collaboration with the Ministry of Foreign Affairs, has deployed labour attachés in prominent countries of destination for Ethiopian migrant workers to protect their rights, dignity, security and interests.
 - A directorate has been set up under the Central Statistics Agency to collect, organize and analyze comprehensive data on migration and disseminate information appropriately.
 - The Immigration Nationality and Vital Events Agency (INVEA) has been restructured by Regulation No. 449/2019. This regulation focuses on the powers and functions of the agency.
 - The government has taken bold steps towards empowering women, e.g. the appointment of a gender balanced government following the entry into office of H.E. Prime Minister Abiy Ahmed.
 - Structural changes in government agencies directly or indirectly involved in migration management have been operated following the administration change in the country. For example, the former Administration for Refugee and Returnee Affairs (ARRA) became an Agency accountable to the Ministry of Peace and shifted from its previously refugee-centered approach towards focusing on rehabilitation of returnees.

- The UN system has also gone under structural reforms to consolidate the support mechanism to the GoE in implementing the GCM. From a UN Migration Working Group serving mostly as an information sharing mechanism, the main UN agencies and programmes with migration management mandates decided to form a UN Migration Network for Ethiopia (UNMNE), which aspires to be more action and capacity development oriented. Chaired by IOM, the UNMNE reports to the UN Country Team and aims to ensure effective, timely and coordinated system-wide support to the GoE to ensure safe, orderly and regular migration, and to respect, protect and promote the rights and wellbeing of migrants and their families as well as communities of origin, transit and destination countries through a well-coordinated and inclusive UN system. The UNMNE has 20 member agencies/programmes, seven of which are members of the UNMNE Executive Committee. Over the reporting period, the UNMNE has submitted four concept notes for Joint Programmes on Migration Management to the GCM's Multi-Partner Trust Fund (MPTF). One has been funded and two are currently in the pipeline.
- g. The African Union and IGAD regional migration policy frameworks prepared for the implementation of the GCM, the five-year Strategic Plan issued by the National Council (2016-2020), the NPC's plan for the Ethiopian fiscal year, and the respective strategic plans of agencies with migration management mandates are all in place. In addition, the formation of NCM networking in the IGAD region is on the way whereby the National Partnership Coalition Structures of each country in the region are holding experience sharing sessions on migration.
- h. A specialized technical team for migration information has been established by the Pan-African Institute for Statistics (STATAFRIC) under the auspices of the African Union. Ethiopia is participating as a member of this technical working group. As per the decision made by the IGAD at a Regional Migration Data Harmonization Workshop held in Uganda, a Technical Working Group for IGAD Migration Data Harmonization has been set up and terms of reference were developed.
- i. Major challenges faced to implement these frameworks:
 - The resources allocated by the government to deal with migration and migration-related issues are not sufficient considering the scale of the problem;
 - Lack of a strong border management system to prevent and control irregular migration and gaps in the cooperation and coordination with neighboring countries;
 - Lack of access to information on migration and the lack of organization of existing resources;

- Imbalances between demand for foreign employment and the limited number of overseas employment destination countries. In addition, the Ethiopian overseas employment focused on low skilled migrants not involves semi-skilled and high skilled people.

III. Progress on GCM objectives

To achieve the goals of the GCM, the government is undertaking activities such as allocating resources, developing stakeholders' coordination systems, collecting, organizing, and analyzing data, and implementing capacity building activities.

Priority objectives for the GoE:

- The work to achieve GCM objectives requires the cooperation and collaboration of various agencies. At the federal level, various governmental and non-governmental organizations are working together to create a strong partnership. In addition, efforts have been made by regional and city administrations, particularly Regional Council and Regional Task forces, to strengthen their mutual cooperation and collaboration to achieve GCM objectives.

Cross-cutting achievements

- Inception of the development of a comprehensive National Migration Policy.
- Development of Migration Governance Indicators (MGI) to assist the development of the National Migration Policy with the support of the Ministry of Foreign Affairs, the Attorney General Office and IOM.
- The passing of Proclamation 1178/2020 has led to key structural changes in the country's migration governance architecture. The National Anti-Trafficking and Smuggling Taskforce was dissolved, leaving space to a new structure: the National Partnership Coalition (NPC). With new members agencies such as e.g. the Diaspora Agency, National Bank, and other agencies), the NPC is meant to focus on the whole range of migration issues, while its mandate was formerly restricted to the counter-trafficking response. The NPC ensures the presence of a whole of government and whole of society approach to migration management, with members ranging from government agencies to non-government organizations, faith-based organizations and UN agencies, spread across six thematic working groups (Awareness and Foreign Employment, Law

Enforcement, Returnees Protection and Rehabilitation, Diaspora Participation and Development, Migration Information Management, Research and Investigation Teams). Like the taskforce structure, the NPC structure is also meant to be cascaded down to the regional state level, with already existing structures in Amhara, Oromia, Southern Nations, Nationalities and Peoples' (SNNP) and Tigray regional states. In collaboration with IOM, the GoE is now focusing on cascading the new NPC structure to regional states with existing secretariats as well as new regional states, with a plan to reach out to all 12 regional states and city administrations of the country.

Objective 1: Collect and utilize accurate and disaggregated data as a basis for evidence-based policies

- Migration data collection and dissemination was previously dispersed across various governmental and non-governmental organizations. To address this challenge, the Central Statistics Agency (CSA) is working to integrate migration related information into the national statistics system. As a result, migration has been mainstreamed in the ten-year Strategic Master Plan for Statistics and in the National Statistics for Development Strategy Three (NSDS III).
- Agencies are working with their respective entities to establish a migration information system based on their management records in order to coordinate the production of data in their daily activities. The Migration Data management team has developed ToR and a survey on the technical and infrastructure capacity of the Central Statistics Agency to operate this system has been conducted. The ICT infrastructure survey is completed. A special advisor has been assigned to conduct a data quality survey for agencies with migration management mandates and to develop a memorandum of understanding establishing a data exchange system.
- For the first time, mainstreaming of migration indicators in important national sample studies. Work is underway to integrate the topic of international migration into the National Labour Survey. In addition, to achieve GCM objectives, the National Partnership Coalition is carrying out capacity building activities at various levels of the local and national actors working on migration in coordination with governmental and non-governmental organizations.
- Work to launch national migration database under the coordination of the CSA.
- Under its Displacement Tracking Matrix (DTM), IOM collecting Flow Monitoring Registry and Flow Monitoring Survey data to better inform migration policies in Ethiopia. As of November 2020, DTM has 6 Flow Monitoring Points in Dewale, Togwajale, Galafi, Moyale, Humera and Metema.

Objective 2: Minimize the adverse drivers and structural factors that compel people to leave their country of origin

- There have been remarkable efforts by the government to better understand the situation and challenges of people who want to leave the country. From these resulted a strategy to provide an appropriate and multi-faceted response and transformation to these challenges by involving various bodies. As part of this, the country has recently launched a 10-year national development plan, established a national Job Creation Commission which focuses on youth employment, worked on legal/policy reforms to expand and diversify overseas employment opportunities, and conducted nationwide awareness and information campaigns to inform the youth the available local options and job opportunities.
- In order to streamline its behavioral change communication interventions on irregular migration and promotion of safe labour migration, the GoE in collaboration with IOM has drafted a National Communication Strategy aimed at raising awareness on the causes and consequences associated with irregular migration and TIP as well as promoting safe labour migration and alternative livelihood options. The strategy will enable GoE, through the NPC, to: 1) Develop key awareness and behavior change objectives to reduce irregular migration patterns and promote safe, regular, and orderly migration options; 2) Identify target audiences that play a key role in ensuring the protection of potential migrants; 3) Identify key messages that can be harmonized and are tailored to different target audiences; 4) Identify communication channels based on media consumption habits of potential target audiences; and 5) Set key baseline and outcome indicators to monitor and assess implementation.
- Together with IOM, the GoE has been implementing programmes aiming at supporting Ethiopian diaspora entrepreneurs to promote the development of the Micro, Small and Medium Enterprise sector in Ethiopia whereby 20 members of the Ethiopian diaspora in the Netherlands have been provided with consecutive capacity building interventions to enhance their entrepreneurship skills. The diaspora entrepreneurs have also been provided with the opportunity to scan the business environment in Ethiopia, facilitating their onward engagement in various investment activities in their country of origin.

Objective 10: Prevent, combat and eradicate trafficking in persons (TIP) in the context of international migration and Objective 9: Strengthen the transnational response to smuggling of migrants (SoM)

- Proclamation No. 1178/2012 institutionalizes the existence of the National Referral Mechanism (NRM) for VoTs and other vulnerable migrants, making this mechanism legally binding. As a consequence, the GoE has been working on developing a Directive operationalizing the NRM which is already endorsed by senior government officials. Therefore, the directive will be operationalized and cascaded down to the regional and local levels, for increased access to standardized services for VoTs and other vulnerable migrants. The new Proclamation addresses key gaps observed in previous legal instruments and provides for the criminalization and prosecution of both human trafficking and migrant smuggling thus recognizing the interlinkage of both. It covers trafficking from the rural-urban context as well as in its transnational dimension. The innovation of Proclamation No 1178/2020 lies in the criminalization of the unlawful sending of persons abroad for work and related crimes and the exploitation of the prostitution of others independently from the crime of trafficking and smuggling.
- Completion of a victim database and preliminary activities are underway to begin testing.
- Establishment of a legal framework for the prevention and suppression of TIP, SoM and illegal transfer of workers abroad, the involvement of senior government officials in the fight against human trafficking, the existence of a structure which streamlines the work of federal and regional states' governments, and the remarkable and unprecedented results observed as a result of the coordinated engagement of relevant stakeholders.

Objective 5: Enhance availability and flexibility of pathways for regular migration / Objective 18: Invest in skills development and facilitate mutual recognition of skills, qualifications, and competences

- Although the government is making great strides for citizens to work and witness change in their own country, for citizens who opt to travel abroad for work, the government has taken a series of measures to ensure the dignity and safety of its citizens. These include:
 - Signing a series bilateral labour agreements (BLAs) with four destination countries (the Kingdom of Saudi Arabia, the United Arab Emirates, Jordan and Qatar) and work in progress to enter into BLAs with other three Middle Eastern countries;
 - Conducting both institutional and legislative reforms to further facilitate regular labour migration

- Exploring options to have access to other non-traditional labour markets in other counties in Africa, Europe and the USA.
- Exploring options and potential to also send semi and high skill professionals in addition to low skilled ones
- Finalizing the preparation to deploy labour attachés at key destination countries to monitor the situation of Ethiopian migrant workers in countries of destination;
- Ensuring that prospective migrant workers acquire sufficient knowledge and skills in the field of their employment; via enhancing the capacity of TVET institutions as well as their respective instructors
- Facilitating the ethical recruitment of Ethiopian migrant workers by re-licensing private employment agencies engaged in the overseas employment sector, developing a recruitment monitoring manual, and training PEAs in ethical recruitment principles and standards and monitoring and supporting their proper functioning as per the law;
- Using technology to make foreign employment service more efficient, accessible and modern;
- Conducting widespread awareness raising activities at different levels of the society, which have proven successful.
- The Government has also been working on the Protocol to the Treaty Establishing the African Economic Community Relating to Free Movement of Persons, Right of Residence and Right of Establishment' (Free Movement Protocol) which is in its signing stage at the ministerial level within IGAD and will become part of the country's law upon its ratification.

Objective 21: Cooperate in facilitating safe and dignified return and readmission, as well as sustainable reintegration / Objective 15: Provide access to basic services for migrants

- Development of implementation guidelines for the rehabilitation of vulnerable returnees, to improve protection and rehabilitation of victims and to ensure that the support provided is equitable, accessible and consistent.
- With regard to returnees, the government is in the process of standardizing return migration management procedures. These include the management, analysis and dissemination of information, the provision of post-arrival assistance, securing the necessary psychological and counseling support for returnees to be reunited with their family, the provision of skills training in sectors of the returnees' choice and the provision of rehabilitation through financial and

technical support. This work is being carried out in collaboration with governmental, non-governmental, international and local charities. It has so far registered remarkable results.

- In collaboration with IOM, the GoE has been providing basic services to migrants over the 2019-2020 period (as of October 2020). This included the provision of assisted voluntary return support and voluntary humanitarian return support to 13,089 (13,089 male, 1,705 female) vulnerable Ethiopian migrants stranded in third countries. These included 2,351 unaccompanied migrant children (UMC). In addition, GoE and IOM registered 156,239 vulnerable forced returnees from the Kingdom of Saudi Arabia, providing post-arrival assistance to the most vulnerable of them, these included 13,952 children. Finally, the GoE and IOM have pursued their collaboration in operating Migrant Response Centres in Metema (Amhara Regional State), Semera (Afar Regional State), Dire Dawa (Dire Dawa City Administration), Togwajale (Somali Regional State) and Moyale (Oromia Regional State), reaching out to 5,291 vulnerable migrants with emergency humanitarian assistance. In collaboration with IOM's Migration Management Unit, DTM's Flow Monitoring enumerators are referring vulnerable migrants to IOM's Migrant Response Centers to receive immediate humanitarian assistance.
- The COVID-19 pandemic has contributed to significant changes in migration dynamics involving Ethiopians with a spike observed in forced and spontaneous returns from neighboring countries through land borders. Since the pandemic hit Ethiopia (March 2020), the GoE and IOM registered and provided assistance to 40,484 (28,906 male, 5,506 female) vulnerable returnees, including responding to their basic needs during quarantine and providing them with onward transportation allowances to reach their areas of origin. These included 6,073 UMC.

Objective 23: Strengthen international cooperation and global partnerships for safe, orderly, and regular migration

- The GoE believes that new policies and measures need to be taken in response to changing continental, regional and intraregional migration dynamics. To this effect, the revision of the Regional Migration Policy Framework and the strategic implementation plan for 2015-2020 prepared by the African Union and IGAD is underway.
- With regards to implementing the idea of a free movement of people and goods, visa on arrival was introduced in 2019 for citizens of African member states entering Ethiopia. INVEA introduced e-passport and e-visa services in 2019.

- It is also worth mentioning the efforts made to create economic and infrastructure linkages between countries using road and railway (Ethio-Djibouti railway, Ethio-Kenya road works) and the efforts to create power linkages in Africa, supported by the World Bank and the African Development Bank.

Objective 11: Manage borders in an integrated, secure and coordinated manner

- The GoE is working towards an effective and strengthened border management system in collaboration with neighboring countries and the region in general in order to maintain Ethiopia's sovereignty and better manage the country's land and air borders;
- During the reporting period, the GoE and IOM has focused on resources mobilization, devising programmes to improve border management in Ethiopia through a phased approach of which the first will consist of establishing an additional eight border control posts (BCPs) along the borders which Ethiopia shares with Somalia, South Sudan, Sudan and Kenya, increasing Ethiopia's number of official Border Control Posts from 18 to 26. Direct capacity building of the Ethiopian Immigration, Nationality and Vital Events Agency (EINVEA) is also expected to contribute to increased security, easier movements of good and persons, and better identification and protection of VoTs and other vulnerable migrants, this initiative is envisaged to contribute to regional and continental free movement engagements. These border management programmes started in July 2020 and are expected to run over the course of 2021.

a. Challenges and gaps encountered in reaching GCM objectives

- The socio-economic impact of COVID-19 threatens migration management in the country with wide ranging consequences for Ethiopian citizens in Ethiopia and abroad. Regular labour migration channels have become less accessible due to travel restrictions as well as an increased economic burden on prominent countries of destination. The increase in unemployment rate of the migrant population in countries of destination will also result in reduced remittance flows back to Ethiopia, placing an increased burden on remittance recipient families. Back in Ethiopia, the COVID-19 pandemic is expected to have a significantly negative impact on livelihoods, particularly in urban areas with approximately 30 percent of the country's MSMEs being in jeopardy¹. In addition, the pandemic has caused greatest disruptions in educational opportunities for Ethiopian children in more than a generation. 26 million children (77% of whom are primary school pupils) have been and are still being affected by school closures. This has resulted in an exacerbated risk of permanent drop-out from schooling by children from poor households,

¹ One UN Assessment, Socio-Economic Impact of COVID-19 in Ethiopia, Addis Ababa, May 2020

making them more vulnerable to the false promises of smugglers and traffickers. Overall, COVID-19 will leave a society that is more vulnerable and exposed to the risk of trafficking and irregular migration.

- The resources gap is a challenge to achieving GCM objectives in general, particularly relating to promoting safe and regular labour migration as well as diaspora engagement.
- The modernization of crime prevention work;
- Lack of an immigration police;
- Failure to conduct planned migration management activities due to the COVID-19 pandemic;
- Efforts to repatriate citizens stranded in third countries have been hampered by budget constraints and limited coordination between regional states in Ethiopia.
- Limited presence of rehabilitation centers for victims, especially outside the country's capital;
- Lack of an organized system for management and sharing of migration data.

To address these challenges, the GoE suggests the following actions:

- Strengthen resource mobilization efforts to implement GCM objectives
- Prioritize the completion of the migration data management system and the National Migration Policy;
- Develop an awareness-raising/behavioral change communication strategy;
- Implement standard operating procedures and guidelines on return migration management;
- Strengthen the exchange of information and working relations between countries of origin, transit and destination as well as neighboring countries and regions.

IV. Means/Modes of Implementation

- a. To achieve the objectives of the GCM, our country has employed the following implementation strategies:
 - The GoE has shown strong commitment to achieving the GCM goals and was selected as a GCM Champion. This commitment can be demonstrated by the establishment of a whole-of-government National Partnership Coalition on Migration. The government is further developing and improving legal frameworks and allocating budget to conduct activities.
 - To achieve the GCM goals, the government is expanding its horizons and strengthening continental and regional coordination and cooperation, as illustrated by the signing of agreements with the IGAD, the European Union, and with prominent destination countries for

Ethiopian migrant workers, particularly the Kingdom of Saudi Arabia, Jordan, the United Arab Emirates and Qatar. In addition, much work has been done to assist returnees from Europe, in collaboration with the European Union, the Government of Norway and IOM.

- In addition to the bilateral labour agreements signed with countries of destination with the aim to prevent the violation of our citizens' rights, the necessary preparatory activities have been completed for the deployment of independent labour attachés abroad, particularly in our embassies and consulates in the Middle East. The labour attachés will focus on monitoring human rights violations and the protection status of Ethiopian migrant workers.
- The Government is tackling the issue of job creation in the country by discussing with international donors such as the MasterCard Foundation in order to encourage young people to engage local job opportunities as opposed to travelling abroad using irregular channels.
- There has been efforts to curb human trafficking by establishing joint commissions with countries located on the main three exits of the country (covering the Eastern, Southern and Northern routes) for joint prevention efforts.
- b. The challenges the GoE is facing in mobilizing means of implementation is linked with a general scarcity of resources dedicated to migration management initiatives and, to some extent, a lack of awareness on the latter, despite significant progress observed these last two years. The global COVID-19 pandemic and its multifaceted impact have also put a strain on efforts to mobilize resources for migration management purposes.
- c. In order to mobilize additional resources, the GoE is focusing on expanding budget sources and encouraging the participation of non-governmental organizations (NGOs) in youth employment interventions.

V. Next steps

- a. The areas and actions given priority based on the results of this review are the following:
 - Complete and implement the National Migration Policy;
 - Strengthen the implementation and administration of the National Migration Information System;
 - Ratify and enforce the amended Overseas Employment Proclamation;
 - Ensure the proper implementation of proclamations, guidelines and standards related to support and rehabilitation of returnees;

- Strengthen bilateral and multilateral cooperation and coordination;
- Ensure the proper operationalization of the federal and regional level procedures and structures established in virtue of Proclamation No. 1178/2020 (National and Regional Partnership Coalitions);
- Multiply efforts to provide safe and regular labour migration options, not only for low skilled but also for mid and high skilled professionals.
- As the GCM is non-binding, the implementations and accountability lies in each country's Jurisdiction. Suggesting advocating to upgrade the GCM into a binding document.