ETHIOPIA COUNTRY STATEMENT
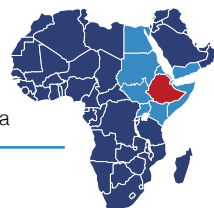
ADDRESSING MIGRANT SMUGGLING AND HUMAN TRAFFICKING
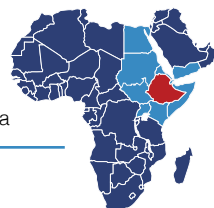
September 2017

This report is one of 10 country statement reports covering:
Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda and Yemen

Ethiopia Country Statement:

Addressing Migrant Smuggling and

Human Trafficking in East Africa

This report is one of a series of ten country statements, produced as part of the project "*Addressing Mixed Migration Flows in Eastern Africa*," funded by the European Commission (EC) and implemented by Expertise France.

The overall project consists of three components:

- Assisting national authorities in setting up or strengthening safe and rights-respectful reception offices for migrants/asylum seekers/refugees.

- Supporting and facilitating the fight against criminal networks through capacity building and assistance to partner countries in developing evidence-based policies and conducting criminal investigations, most notably by collecting and analysing information about criminal networks along migration routes.

- Supporting local authorities and NGOs in the provision of livelihoods and self-reliance opportunities for displaced persons and host communities in the neighbouring host countries.
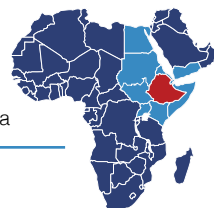
As part of the second component, Expertise France contracted the Regional Mixed Migration Secretariat (RMMS) in Nairobi to implement the project *'Contributing to enhanced data collection systems and information sharing on criminal networks involved in facilitating irregular migration in the Eastern Africa region'*. This project aims to provide updated knowledge on migration trends and related issues, as well as technical assistance to partner countries on data collection, analysis and information sharing. In all the country statements, the focus is on human trafficking and migrant smuggling.

These country statements are the output of this project. They provide a technical appraisal of existing data related to mixed migration, including data on trafficking; insight on routes and *modus operandi* of criminal networks involved in facilitating irregular migration; and assessments of existing national data collection systems and government capacity to address migrant smuggling and human trafficking. The analysis highlights technical capacity gaps and challenges faced by officials in responding to such phenomena, aiding the identification of capacity building needs in the areas of data collection, analysis and information sharing.
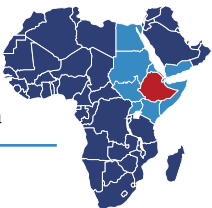
Acknowledgements and disclaimer

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EXECUTIVE SUMMARY

Ethiopia is a source, transit, and to a lesser extent, destination country for irregular migration within Africa, as well as to the Middle East and Europe. Migrant smuggling networks facilitating these irregular flows into, through and out of Ethiopia carry out their activities along a broad spectrum of organised criminality. Some of these smuggling operations consist of a wide network of loosely affiliated criminal entrepreneurs – small-scale brokers, recruiters, and transporters – who come together to facilitate irregular movements across Ethiopian borders and beyond. Other networks resemble highly integrated crime syndicates, spanning several countries and operating with high levels of organised criminality.

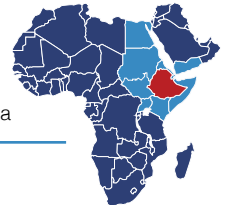Thus, migrant smuggling economy in Ethiopia is a diversified one, in which various actors, with a wide range of skills, provide an array of services to migrants who seek everything from safe overland passage across a single border to air travel facilitated by fraudulent documents.

Human trafficking in Ethiopia takes place within the context of these migrant smuggling activities but also independently of them. Ethiopian migrants transiting through Sudan, Libya and Yemen, for example, find themselves vulnerable to groups that specialize in kidnap for ransom, extortion, debt bondage, sex-trafficking and forced labour. Similarly, some Ethiopians, who seek the services of overseas employment agencies to facilitate labour migration to Saudi Arabia and other Gulf states, become victims of human trafficking when they reach their destination.

The Ethiopian government has made some progress in recent years to strengthen its legal and institutional frameworks to counter migrant smuggling and human trafficking within its territory. However, limited capacity within state institutions, indications of complicity at the local, regional and national level, as well as political unrest - causing the Ethiopian government to devote time and resources on other issues - create challenges in terms of effectively tackling migrant smuggling and human trafficking.

There are several clear avenues through which international partners and policymakers can seek to engage the Government of Ethiopia on these issues. Technical assistance aimed at strengthening nascent legal and institutional frameworks recently established to counter migrant smuggling and human trafficking networks should be made a priority in the immediate term. Training for judges, prosecutors, law enforcement officials, and other relevant actors should be expanded and reinforced. Lastly, budgetary and organizational support for the establishment of a data collections system and database on migrant smuggling and human trafficking should be offered alongside the development of a uniform mechanism for reporting information collected by relevant intelligence services, law enforcement agencies, and government and non-governmental organizations. Taken together, these interventions would constitute important progress in establishing a foundation upon which ambitious programming could be built.

1.0 METHODOLOGY

This report is a qualitative study, informed by fieldwork carried out by an international consultant and a local consultant in Ethiopia, and supplemented by a comprehensive desk review of primary and secondary materials. In-depth, semi-structured interviews with stakeholders, migrants, smuggling interlocutors, government officials, and key informants formed the core of the fieldwork carried out in Addis Ababa and its environs. In addition, this report is informed by fieldwork carried out by consultants in Djibouti, Eritrea, Ethiopia, Somalia and Sudan.

Though there is existing literature on mixed migration flows through Ethiopia, there is relatively little regarding migrant smuggling and human trafficking networks operating in Ethiopia or on government responses to these networks. The author of this report privileged primary sources and in-depth interviews over the existing literature, much of which is either outdated or not entirely relevant to the scope of this report. A select bibliography of pertinent literature is included at the end of this report.

This report uses the terms "migrant smuggling" and "human trafficking" according to the definitions outlined in the United Nations Convention against Transnational Organized Crime (UNTOC). Article 3 of the convention's Protocol against the Smuggling of Migrants by Land, Sea and Air (the Migrant Smuggling Protocol) defines migrant smuggling as "the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a state party of which the person is not a national."[1]

The convention's Protocol to Prevent, Suppress and Punish Trafficking in Persons defines human trafficking as "the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation."[2]

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1   United Nations Office on Drugs and Crime (2004). United Nations Convention against Transnational Organized Crime and the Protocols Thereto. Available at: https://www.unodc.org/documents/treaties/ UNTOC/Publications/TOC%20 Convention/TOCebook-e.pdf 2 Ibid.

2   Ibid.

2.0 INTRODUCTION

Ethiopia is a major source country for irregular migration to the Middle East, southern Africa, North Africa, and to a lesser extent, Europe. Levels of migration out of Ethiopia are low compared to other countries in East Africa and the Horn of Africa, but Ethiopia's population, the second largest in Africa at an estimated 100 million, and its diaspora of over two million spread across the globe, make it an important country in terms of absolute numbers of mixed migration flows in Africa, the Middle East, and even further abroad. [3] The majority of irregular migration flows from Ethiopia are directed toward the Middle East, with Djibouti and Somalia in particular serving as key transit countries for Ethiopians seeking maritime passage to Yemen in order to access labour markets in Saudi Arabia and elsewhere in the Persian Gulf.[4]

Ethiopia is also key transit country for mixed migration flows, linking migrants from the Horn of Africa (particularly Eritrea and Somalia) to Sudan for onward movement to Libya and Egypt. Many of these migrants will continue to Italy via the Mediterranean in an effort to seek asylum or search for employment in Europe. Additionally, Ethiopia is currently the largest refugee hosting country in Africa, with refugees and asylum seekers entering Ethiopia to escape repressive regimes, armed conflict and harsh conditions such as severe food insecurity and drought.[5]

As a source, transit, and to a lesser extent destination country for irregular migration, migrant smuggling networks have emerged to facilitate irregular flows into, through and out of Ethiopia. Irregular migration facilitated by smugglers out of Ethiopia overland generally follows three main routes: the eastern route toward Djibouti and Somalia for onward travel to Yemen; the western route into Sudan, and the southern route into Kenya for onward transit to southern Africa. Overseas employment agencies also facilitate irregular migration to the Middle East, thus providing smuggler services often within the context of legitimate or quasi-legal business enterprises. Human trafficking has been reported to be taking place within Ethiopia, but more often, it takes place within the context of these migratory flows, sometimes perpetrated by the actors who whose business model is predicated solely on the exploitation of irregular migrants.
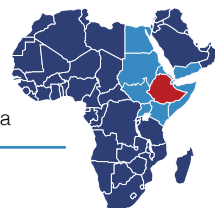
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3   RMMS (2015). A Certain Catalyst: an overview of the (mixed) migration and development debate with special focus on the Horn of Africa region. Available at: http://regionalmms.org/fileadmin/content/ rmms_publications/A_Certain_Catalyst_S9_Nov_2015.pdf

4   RMMS (2016). Country Profiles: Ethiopia. Available at: http://www.regionalmms.org/index.php/country-profiles/ethiopia

5   Ibid.
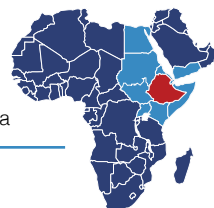
This report is about the migrant smuggling and human trafficking networks facilitating these irregular flows, and the Ethiopian government's capacity to counter these networks. In addition to outlining the main routes being used and analysing the *modi operandi* of the actors involved, this report will assess the legal and institutional frameworks currently in place, as well as the Government of Ethiopia's ability to collect, analyse and share information on these networks. In an effort to better inform technical assistance to partner countries to develop evidence-based policies and build capacity to counter these networks, the report concludes with several key recommendations for policymakers who seek to engage the Ethiopian government on this issue.

3.0 MIGRANT SMUGGLING AND HUMAN TRAFFICKING IN ETHIOPIA

The eastern route

The eastern migrant smuggling route through Ethiopia sees Ethiopians transiting through Djibouti or Somalia (Somaliland and Puntland, specifically) for onward passage to Yemen, from where most will continue to Saudi Arabia and other Gulf states for employment opportunities. Exact figures of how many Ethiopians are using the eastern route are difficult to obtain, but according to monthly figures published by RMMS, over 85,000 Ethiopians arrived in Yemen in the first 9 months of 2016, already surpassing the 82,268 who are estimated to have arrived in all of 2015.[6] Figures collected by the Danish Refugee Council and local NGOs, supported by the UN Refugee Agency (UNHCR), indicate that over 290,000 Ethiopians arrived in Yemen in between 2012 and 2015[7] Due to ongoing insecurity in Yemen, which limits the ability of the government and international organisations to monitor activities in certain areas of the country, actual arrivals in Yemen are likely higher than these estimates. The nature of irregular migration is also such that the migrants and the smugglers facilitating their journeys often seek to avoid detection by authorities and international organisations.
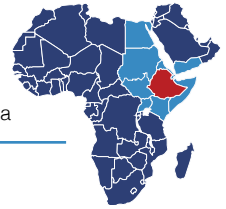
Smuggling networks based in Ethiopia are primarily responsible for facilitating the initial crossing into Djibouti or Somalia (Somaliland and Puntland) and arranging migrant transport, in tandem with local smugglers, until coastal launching points near Obock (in Djibouti) and Bossaso (in Somalia's Puntland State). Prices for these services vary, but a government official in Djibouti in charge of investigating migrant smuggling networks estimated that, on average, a trip from Ethiopia through to Saudi Arabia costs migrants between USD 330 and USD 550.[8] Monthly summaries published by RMMS provide similar estimates, with Ethiopian migrants arriving in Yemen from Djibouti reporting they paid in the range of USD 200-500 for the journey from Ethiopia to Yemen (but not including passage to Saudi Arabia).[9] According to interlocutors in Somaliland,

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6   Numbers derived from figures from 2016 Monthly Summaries published by RMMS. Available at: http://www.regionalmms.org/index.php/data-trends/monthly -summaries

7   RMMS (2016). Country Profiles: Yemen. Available at: http://www.regionalmms.org/ index.php/country-profiles/yemen

8   Key informant interview in Djibouti City, May 2016.

9   RMMS (2016). RMMS Monthly Summary for August 2016. Available at: http://www. regionalmms.org/monthlysummary/RMMS_Mixed_Migration_Monthly_ Summary_June_2016.pdf

the cost of traveling from Ethiopia to Bossaso, depending on the mode of transport used, is typically between USD 100 and USD 200.[10]

The western route

The western route for irregular migrants using smuggler services connects Ethiopia to neighbouring Sudan, a key transit state for migrants seeking passage to Libya and Egypt often for onward maritime journeys to Europe, most notably Italy. Joining the flows of Ethiopians using the western route to cross into Sudan are Eritreans and Somalis seeking asylum and employment opportunities in Sudan, North Africa and Europe. For migrants paying smugglers to facilitate passage along the western route, the areas near the border crossings of Metemma and Humera serve as the key entry points from Ethiopia into Sudan[11]

Of these two main crossings, the Metemma crossing is most frequently used by Ethiopians and Somalis. Ethiopians can cross the border and obtain a visa using official documents, and travelling to Metemma from other parts of Ethiopia is a straightforward process except when the Ethiopian government is restricting internal travel. As a result, some Ethiopians enter Sudan overland or by air through formal channels and seek smuggler services for continued travel to Libya or Egypt once they have arrived in Sudan. Ethiopians who lack the necessary documentation or wish to pay a smuggler for a direct journey to North Africa or Europe, however, will pay smugglers inside Ethiopia, who will either arrange passage through formal channels using fraudulent documents, or arrange to bypass official border crossings altogether[12]

Somalis, who also use the area near the Metemma crossing, are more likely to be travelling without official documentation, in part because obtaining official passports from Somalia is difficult for many Somali citizens. As a result, most Somalis pay for smuggler services either in Addis Ababa or as far back as Somalia.[13] Some Somalis leave directly from Somalia, paying smugglers to take them only to Addis Ababa, where they then seek the services of smuggling networks based there. Others enter into "full-package" arrangements that take them all the way to Sudan, and even onward to North Africa and Europe.[14] It is unknown what percentage of Somalis arriving in Sudan are leaving directly from Somalia, or have been living in Ethiopia informally or in refugee camps. Additionally, some of those who register as Somali during their journey may in fact be Ethiopians who are ethnic Somali but claim to be nationals of Somalia in order to increase their chances of obtaining refugee status at their final destination and of accessing protection along the way[15]

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10 Key informant interviews in Somaliland, June 2016.

11 North Africa Mixed Migration Task Force (2015). Conditions and Risks of Mixed Migration in North East Africa: Study 2. Available at: http://www.mixedmigrationhub.org/wp-content/uploads/2015/11/Conditions-and-Risks-in-Mixed-Migration-in-North-East-Africa.pdf

12 Key informant interviews in Sudan, August 2016; and Ethiopia, June 2016.

13 Ibid.; Ethiopia, June 2016; and Somaliland, June 2016.

14 Key informant interviews in Ethiopia, June 2016; and Somaliland, June 2016.

15 Key informant interviews in Sudan, August 2016.

Interviews in Sudan and Ethiopia indicated that irregular trips from Ethiopia to Khartoum, via the Metemma crossing, cost between USD 50 and USD 200 depending on the arrangements and on whether the smugglers have to arrange bypassing authorities. Itineraries predicated on collusion with some government officials are believed to be more expensive and less dangerous.[16] Prices for Somalis are harder to determine, because Somalis use a wide variety of payment schemes and itineraries to pass through Ethiopia, including "leave now, pay later" arrangements made in Somalia, which allow Somali youth to start the first stretch of their journey (e.g. from Somaliland or Somalia to Addis Ababa) without payment.[17]

The Humera border crossing is most commonly used by Eritreans who have crossed into Ethiopia and by Ethiopians from the surrounding area. Eritreans cross into Sudan from Humera either after paying smugglers in Eritrea for services that include crossing both the Ethiopian and Sudanese borders, or after having paid one smuggler or a group of smugglers to reach Ethiopia and a separate network to cross into Sudan. In the latter scenario, arrangements with smugglers are usually made in or near refugee camps in northern Ethiopia, which often serve as staging grounds for Eritreans transiting through Ethiopia to Sudan. Eritreans who have registered as refugees in northern Ethiopia are not allowed to travel outside certain areas without authorization, and risk being detected unless they hire smugglers. As a result, Eritreans pay smugglers who can facilitate crossings near Humera by avoiding main roads and official checkpoints, or who can facilitate passage through collusion with some in relevant authorities.[18]

Interviews in Sudan indicated that for Eritreans crossing near Humera, prices vary depending on the final destination in Sudan and the mode of transportation, but the general range provided was between USD 200 and 500. Smugglers offering migrants passage via motorized transport for the entire journey, which requires going around checkpoints or facilitating passage through checkpoints, charge more than those who lead migrants across the border on foot to avoid detection altogether.[19]

There is no reliable data for how many Ethiopians, Eritreans, or Somalis cross into Sudan from Ethiopia irregularly. Determining the number of Eritreans doing so, for example, is complicated by the fact that many of them do not register with authorities or international organisations upon arrival, and because an unknown number of Ethiopians crossing into Sudan, especially Tigrinya speakers, claim to be Eritrean in order to increase their chances of receiving protection afforded to asylum seekers. Some Ethiopians, for example, cross into Sudan through legal channels, using Ethiopian paperwork, and "become Eritrean" during another phase of their journey. Similarly, as previously noted, some ethnic Somali Ethiopians will claim to be Somali nationals in order to increase their chances of receiving asylum.

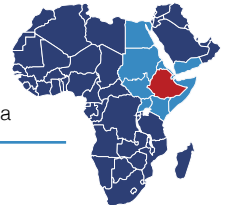16 Ibid.; and Ethiopia, June 2016.

17 Rift Valley Institute (2016). Going on Tahriib: The causes and consequences of Somali youth migration to Europe. Research Paper No. 5. Available at: http://riftvalley.net/publication/going-tahriib#.V_eGnJMrK9Y 18 Key informant interviews in Sudan, August 2016.

18 Key informant interviews in Kenya, July 2016.

19 Key informant interviews in Sudan, August 2016.

That said, arrival figures in Italy do provide some indication on the number of migrants and asylum seekers transiting through Ethiopia. According to UNHCR 3,109 Ethiopians arrived in Italy in 2016 (up to 30 September), compared to 2,634 who arrived in Italy in 2015. The number of Eritreans arriving in Italy – an unknown proportion of whom have transited through and/or spend time in a refugee camp in Ethiopia – is much larger: close to 40,000 in 2015 although it decreased considerably to 15,648 in the first nine months of 2016. Finally, 7,052 Somalis arrived in Italy in 2015, compared to 12,433 in the first nine months of 2016.[20] Again, it can be assumed that the majority of them have either spend time in Ethiopian refugee camps or transited through Ethiopia from Somalia or Kenya, before crossing into Sudan.

The southern route

The southern route is primarily used by Ethiopians (and Somalis) to transit into Kenya for onward travel to states in southern Africa, most notably South Africa. There are several official crossings from Ethiopia into Kenya, but the border crossing at Moyale, at the Kenya-Ethiopia border, and to a lesser extent at Mandera, where Kenya, Ethiopia and Somalia meet, are the most prominent hubs for migrant smuggling activity. Ethiopian citizens do not need a visa to enter Kenya, but entering legally requires official documents and a passport which can be stamped at the border, which many Ethiopians do not have. Even for those who do have proper documentation, most Ethiopians can expect to pay a bribe to Kenyan officials even though the entrance pass is supposed to be free[21] Thus, Ethiopians migrating to Kenya who lack proper documentation, or who intend to stay in Kenya illegally, seek smuggler services to either bypass official border crossings altogether, or to obtain the necessary paperwork in advance.[22]

There are no reliable estimates on how many Ethiopians crossing into Kenya are paying for smuggler services as part of a longer journey to South Africa compared to those that are seeking employment opportunities in Kenya. Interviews in Wajir County and Marsabit County in Kenya indicated that in recent years there was considerable demand for "cheap" Ethiopian labour, particularly domestic workers, farmhands, and construction workers.[23] In 2009, it was estimated that over 10,000 Ethiopians migrants were using smuggler services to reach South Africa, but more up-to-date figures are not currently available.[24]

Most of the migrants paying smugglers to cross from Ethiopia into Kenya come from southern Ethiopia, most notably from the Southern Nations, Nationalities, and People's Region (SNNPR) or the Oromia region. Migrants use a variety of crossings along the border, and journeys may include a mix of motorized vehicles and travelling on foot depending on the nature

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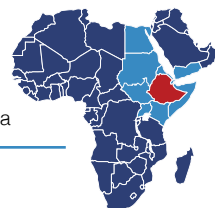20 Figures available at: http://data.unhcr.org/mediterranean/country.php?id=105.

21 Key informant interviews in Kenya, July 2016.

22 Ibid.

23 Ibid.

24 RMMS (2016). Country Profiles: Ethiopia. Available at: http://www.regionalmms.org/index.php/country-profiles/ethiopia

of the crossing and the smuggler[25] Estimates vary, but key informant interviews indicated that the cost of going from locations within SNNPR and Oromia through key border crossing such as Moyale and onward to major towns in northern Kenya is roughly USD 500-600, which reportedly covers transport, paperwork, and receiving a Kenyan immigration stamp at the Moyale border crossing, thus smoothing over the rest of the journey within Kenya.[26]

The smugglers along the southern route are reported to be Ethiopian on the Ethiopian side of the border who work together with Kenyans on the Kenyan side. The majority of smugglers on the Kenyan side are believed to be ethnic Somali or Kenyan citizens of Ethiopian descent.

Eritrea into Ethiopia

Eritreans migrate to Ethiopia to escape poverty, repressive conditions in Eritrea, and conscription into the national service. The Eritrean Government strictly control human movements inside and outside the country. A travel document and exit visa are required in order to leave Eritrea legally. Border crossings are possible only at designated border control checkpoints. Infringements of these rules and attempts to cross the border illegally or to help others to do so are punishable by a term of imprisonment or a fine (Article 29 of the Proclamation 24/1992). There is also the factor of people liable for compulsory service who leave to another country.[27]

Eritrean migrants pay their smugglers through a variety of methods, including cash, wire transfers, or informal financial transactions such as *hawala*.[28] Payments are usually made in instalments, with a portion paid in advance and the rest paid upon arrival in either Sudan or Ethiopia. One Eritrean interviewed for this report who fled to avoid military service contacted his smuggler by word of mouth, and paid half the fee up front, and half upon arriving in Ethiopia. Another Eritrean interviewed, who was forced to make several detours in order to avoid Eritrean military patrols, eventually crossed the border on foot.[29] As a consequence of the border between Eritrea and Ethiopia being heavily militarized and a need to avoid patrols, many of the guides and smugglers facilitating crossings are low level military personnel from the area who know the locations of military posts.[30]

Beyond the complicity of some low-ranking military personnel, several reports, and notably a 2012 and subsequent 2013 study, have indicated that certain Eritrean officials are also involved in migrant smuggling.[31] The UN Security Council Monitoring Group on Somalia

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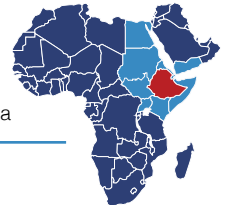25 Key informant interviews in Kenya, July 2016.

26 Ibid.

27 EASO (2016) Country of Origin Information (COI) report on national service and illegal exit in Eritrea. - See more at: https://www.easo.europa.eu/news-events/easo-publishes-country-origin-information-coi-report-national-service-and-illegal-exit

28 Ibid.

29 Key informant interviews in Ethiopia, August 2016.

30 Ibid.

31 See: Reisen, van, M., Estefanos, M., and Rijken, C. (2012). Human Trafficking in the Sinai: Refugees between Life and Death. Brussels: Tilburg University/EEPA. Available at: http://www.ehrea.org/report_Human_Trafficking_in_the_ Sinai_20120927.pdf; and Reisen, van, M., Estefanos, M., and

and Eritrea reported that senior members of the regime, particularly military commanders, directly control the trafficking and movement of migrants (as well as arms) from Eritrea, some of whom are sold to smugglers and traffickers outside the country.[32]

The fact that Eritreans are able to leave Eritrea with the help of smugglers (at a rate of 5,000 people per month by some estimates), via heavily militarized borders, may be an illustration of this phenomenon.[33]

Once in Ethiopia, Eritrean migrants who are detected by Ethiopian soldiers or who report to authorities are usually transported to the nearest registration centre and on to one of the four refugee camps in the Tigray region, from where many will immediately begin planning an onward journey to Sudan, as described in the previous section. For those in the refugee camps of Mai Aini, Adi Harush, Hitsats and Shimelba, the nearest route to cross into Sudan is in through area of Humera. [34]

The role of overseas employment agencies

More than 400 employment agencies arrange for Ethiopian migrants to travel to Gulf States such as Saudi Arabia, as well as several other countries in the Middle East and Asia for labour migration.[35] The advantages of going to Saudi Arabia and elsewhere in the Gulf through an employment agency are the safety and security of a plane ride, and the assurances that come with being documented, registered and having employment arranged in the destination country.[36] Some Ethiopians also migrate irregularly to Saudi Arabia by obtaining and overstaying a visa to go on a hajj.[37]

In response to growing incidents of human rights violations against labour migrants in Saudi Arabia and other Gulf countries the Ethiopian government banned labour migration

Rijken, C. (2013). The Human Trafficking Cycle: Sinai and Beyond [Draft]. Oisterwijk: Wolf Legal Publishers.

32 United Nations Security Council (2012). Report of the Monitoring Group on Somalia and Eritrea pursuant to Security Council resolution 2002 (2011). S/2012/545. New York: United Nations Security Council. Available at: http://www.securitycouncilreport.org/atf/cf/%7B65BFCF9B-6D27-4E9C-8CD3-CF6E4FF96FF9%7D/Somalia%20S%202012%20545.pdf

33 RMMS (2014). Going West: Contemporary mixed migration trends from the Horn of Africa to Libya & Europe. Available at: http://www.regionalmms.org/images/ResearchInitiatives/Going_West_migration_trends_Libya_Europe_final.pdf
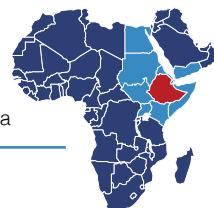
34 North Africa Mixed Migration Task Force (2015). Conditions and Risks of Mixed Migration in North East Africa: Study 2. Available at: http://www.mixedmigrationhub.org/wp-content/uploads/2015/11/Conditions-and-Risks-in-Mixed-Migration-in-North-East-Africa.pdf

35 Anberbir, Y. (2015). Ethiopia: Agencies Contnd Stringent Overseas Employment Draft Proclamation. The Reporter. 28 November 2015. Available at: http://allafrica.com/stories/201511302241.html

36 De Regt, M. & Tafesse, M. (2015). Deported before experiencing the good sides of migration: Ethiopians returning from Saudi Arabia. African and Black Diaspora: An International Journal, 1-15. Available at: http://dx.doi.org/10.1080/17528631.2015.1083178

37 Ibid.

to the Gulf states in 2013.[38] Yet widespread abuses and trafficking of Ethiopian migrants in the Middle East are still believed to be taking place, with an estimated 400,000 Ethiopians reportedly residing in Saudi Arabia alone as of 2016, and irregular flows to the region are increasing.[39] After the ban on labour migration via employment agencies, more migrants sought to reach labour markets in the Gulf via sea crossings from Djibouti and Somalia, while Ethiopian women, facilitated by a range of brokers and illegal employment agencies, went to neighbouring countries before flying to the Gulf rather than flying directly from Addis Ababa.[40]

The ban was lifted with new legislation in 2015, and most recently, in 2016, Proclamation No. 923/2016, "Ethiopia's Overseas Employment Proclamation" outlined several safeguards to ensure the safety of workers, including requiring minimum levels of education, skills, training and other stipulations.[41]

In practice however, the ban is still in effect. The government will not implement the new law until bilateral labour agreements with receiving countries are first established. Yet sources on the ground in Addis Ababa indicate that employment agencies are ignoring the new rules, a finding that is corroborated by a 2015 RMMS report that estimated that of the 400 legally registered employment agencies in Ethiopia, only 20 were fully *bona fide*, meaning that the others were involved in irregular migration activities,[42] sometimes procuring fake or fraudulent documents for their client.[43] Different agencies, offer various arrangements and payment schemes, and those that are well networked in the destination country will offer packages in which the client can pay on arrival.[44] Interviews with local

38 IGAD and IOM (2015). Human Trafficking and Smuggling of Migrants in the Context of Mixed Migration Flows: State of Play in the IGAD Region. Available at: https://ethiopia.iom.int/sites/default/files/Human%20trafficking%20and%20smuggling%20of%20Migrants%20-%20state%20of%20play%20in%20the%20IGAD%20....pdf

39 US Department of State (2016). 2016 Trafficking in Persons Report: Ethiopia. Available at: http://www.state.gov/j/tip/rls/tiprpt/countries/2016/258765.htm
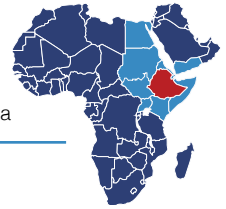
40 RMMS (2015). A Certain Catalyst: an overview of the (mixed) migration and development debate with special focus on the Horn of Africa region. Available at: http://regionalmms.org/fileadmin/content/rmms_publications/A_Certain_Catalyst_S9_Nov_2015.pdf

41 Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia (2016). Proclamation No. 923/2016: Ethiopia's Overseas Employment Proclamation. Available at https://chilot.files.wordpress.com/2016/04/proclamation-no-923-2016-ethiopia_s-overseas-employment-proclamation.pdf

42 RMMS (2015). A Certain Catalyst: an overview of the (mixed) migration and development debate with special focus on the Horn of Africa region. Available at: http://regionalmms.org/fileadmin/content/rmms_publications/A_Certain_Catalyst_S9_Nov_2015.pdf

43 Key informant interviews in Ethiopia, June 2016. See also: RMMS (2015). A Certain Catalyst: an overview of the (mixed) migration and development debate with special focus on the Horn of Africa region. Available at: http://regionalmms.org/fileadmin/content/rmms_publications/A_Certain_Catalyst_S9_Nov_2015.pdf

44 Key informant interviews in Ethiopia, June 2016.

analysts and a retired intelligence official indicated that even the unregistered agencies are still operating with relative impunity, though not as blatantly as before the 2013 ban.[45]

Migrant smuggling and human trafficking networks in Ethiopia

Levels of organized criminality along overland routes

Migrant smuggling networks facilitating flows into, through and out of Ethiopia carry out their activities along a broad spectrum of organized criminality. Smuggling operations based in Ethiopia range from groups of criminal entrepreneurs and opportunists that are loosely linked to each other, to highly organised crime syndicates that span several countries. The structure and *modi operandi* of these networks are consistent with the typologies outlined by the United Nations Office on Drugs and Crime (UNODC), with a range of individuals filling in different roles within the broader network, including coordinators and organizers, recruiters, transporters and guides, and service providers.[46]

In the case of the eastern route, for example, a wide network of small-scale brokers, recruiters, and groups of smugglers facilitate transport from different parts of Ethiopia to border crossings and beyond.[47] Migrant smuggling networks operating along the southern route exhibit similar levels of criminality, in which small-scale brokers and recruiters arrange transport and bribe necessary officials to facilitate the border crossing from Ethiopia into Kenya.[48] Many of the actors providing smuggling services along the northern route into Sudan also fit this model, facilitating little more than border crossings.[49]

The migrant smuggling services being provided along these routes resemble both *ad hoc* smuggling services, in which migrants travel on their own, only occasionally using smuggling services, and what UNODC calls "pre-organised stage-to-stage smuggling" in which the whole journey is organised by smugglers, and smuggler services are provided throughout.[50] The variety of services and payments schemes on offer suggests that those providing smuggling services are able to adapt to changes in the smuggling market and accommodate prospective clients in order to maximize profits (often through extortion and abuse). Law
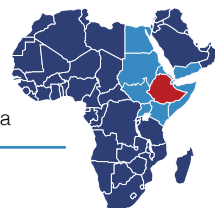
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45 Ibid.

46 UNODC (2010). Issue Paper: A Short Introduction to Migrant Smuggling. Vienna: United Nations Office on Drugs and Crime. Available at: https://www.unodc.org/documents/human-trafficking/Migrant-Smuggling/Issue-Papers/Issue_Paper_-_A_short_introduction_to_migrant_smuggling.pdf

47 DRC and RMMS (2012). Desperate Choices: Conditions, Risks & Protection Failures Affecting Ethiopian Migrants in Yemen. Nairobi: Danish Refugee Council and Regional Mixed Migration Secretariat.

48 Key informant interviews in Kenya, July 2016.

49 Key informant interviews in Ethiopia, July 2016.

50 UNODC (2010). Issue Paper: A Short Introduction to Migrant Smuggling. Vienna: United Nations Office on Drugs and Crime. Available at: https://www.unodc.org/documents/human-trafficking/Migrant-Smuggling/Issue-Papers/Issue_Paper_-_A_short_introduction_to_migrant_smuggling.pdf

enforcement officials in Addis Ababa indicated that the going rate for a "full-package" overland trip from Ethiopia to Libya was between USD 2,000 and USD 4,000, with some of the more expensive packages including boat journeys to Italy.[51]

Within international law enforcement circles, however, Addis Ababa is considered a key hub for highly organised criminal networks which facilitate irregular flows from East Africa and the Horn of Africa to Europe via North Africa. Foreign diplomats and European law enforcement officials interviewed in Ethiopia and Sudan indicated that Addis Ababa is one of the major hubs from which more sophisticated networks work directly with counterparts in Sudan, Libya, Egypt, and even Italy to coordinate activities in a highly organised manner.[52] A 2016 report by the Sahan Foundation and IGAD reached a similar conclusion, asserting that migrant smuggling from the Horn of Africa to Europe is "dominated by highly integrated networks of transnational organised criminal groups," coordinated by kingpins based chiefly in Libya and the Horn of Africa.[53] This view, however, was not widely shared among diplomats and law enforcement officials interviewed in Ethiopia and Sudan for this report, with most suggesting the majority of migrant flows from Ethiopia toward Europe via Sudan are facilitated by smugglers who specialize in moving migrants from one key transit hub to the next, with varying degrees of coordination between actors operating different legs of the journey.[54]

Trafficking within the context of irregular migration

Most incidents of Ethiopians being trafficked within the context of irregular migration take place in transit and destination countries, particularly Sudan, Libya, Egypt, Djibouti, Somalia, Yemen, and various countries in the Middle East. For many Ethiopians transiting through Sudan, Libya, and Yemen, the line between smuggling and trafficking can often blur, with smugglers subjecting their clients to abuse, extortion, kidnapping for ransom, indefinite detention, debt bondage, and unpaid labour within the process of facilitating a journey. In these instances, the smugglers take on the role of both facilitator and exploiter, which means their activities and their business models are somewhere between traditional conceptions of migrant smuggling and human trafficking. In other cases, the actors transporting the migrants are out and out traffickers, for whom exploitation is their business model, and the promise of providing smuggling services or employment a ruse to lure migrants into being trafficked.[55]
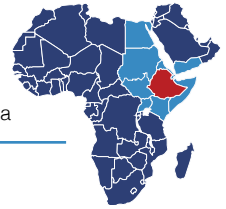
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51 Key informant interviews in Ethiopia, June 2016.

52 Key informant interviews in Ethiopia, June 2016; and Sudan, August 2016.

53 Sahan Foundation and IGAD Security Sector Program (2016). Human Trafficking and Smuggling on the Horn of Africa-Central Mediterranean Route. Available at: https://igad.int/attach-ments/1284_ISSP%20Sahan%20HST%20Report%20%2018ii2016%20FINAL%20FINAL.pdf

54 Key informant interviews in Ethiopia, June 2016; and Sudan, August 2016.

55 For more on these blurred distinctions, see: RMMS (2015). Beyond Definitions: Global migration and the smuggling-trafficking nexus. Available at: http://www.regionalmms.org/images/DiscussionPapers/Beyond_Definitions.pdf

In many cases, especially in the Middle East and North Africa, Ethiopian migrants are trafficked once they arrive in their destination country, where they forced into unpaid labour schemes.[56] However, skirting the law does not always entail trafficking: In some cases, unregistered employment agencies provide services that are non-exploitative, similar to those offered by registered companies, including genuine employment opportunities abroad and legitimate visas and work permits. In other cases, fully registered agencies bypass regulations and procedures when providing what amounts to smuggling services. Yet limited oversight and regulation allows human trafficking to take place within the context of overseas employment business operations.[57]

In some cases, overseas employment agencies set out to exploit prospective clients, pipelining their unsuspecting victims into unpaid labour or debt bondage schemes abroad, thus engaging in human trafficking. Migrants who enter into an arrangement in which they pay on arrival or agree to go into debt with repayments deducted from their future wages, are particularly vulnerable to being trafficked upon arriving in their destination country.[58] In other cases, employment agencies are unaware of what happens to migrants once they arrive, or are wilfully negligent, and may be unwittingly operating on the front end of trafficking networks based in destination countries.[59]

Other forms of trafficking

The 2016 US State Department Trafficking in Persons Report describes Ethiopia as "a source and, to a lesser extent, destination and transit country for men, women, and children subjected to forced labour and sex trafficking." According to the report, girls from impoverished rural areas are exploited into domestic servitude and prostitution within the country, while boys are subjected to forced labour. The report also states that child sex tourism is a growing problem in major tourist hubs, including Addis Ababa, Bahir Dar, Hawassa, and Bishoftu, linked to hotels, brokers, and taxi drivers. with both foreign and domestic perpetrators.[60]

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56 US Department of State (2016). 2016 Trafficking in Persons Report: Ethiopia. Available at: http://www.state.gov/j/tip/rls/tiprpt/countries/2016/258765.htm

57 Key informant interviews in Ethiopia, June 2016.

58 Ibid.

59 Ibid.

60 US Department of State (2016). 2016 Trafficking in Persons Report: Ethiopia. Available at: http://www.state.gov/j/tip/rls/tiprpt/countries/2016/258765.htm
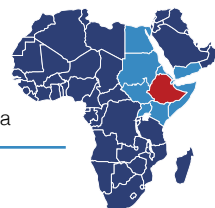
4.0 THE ETHIOPIAN GOVERNMENT'S FRAMEWORK TO RESPOND

4.1 Legal and institutional frameworks

Ethiopia became a signatory to the United Nations Convention against Transnational Organized Crime (UNTOC) in December 2000 and ratified the convention in July 2007.[61] In June 2012, Ethiopia acceded to the Protocol against Smuggling of Migrants by Land, Sea, and Air supplementing UNTOC,[62] as well as the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.[63]

In June 2012, Ethiopia established a National Council against Human Trafficking and Smuggling which has its origins in a national task force created in 1993 in response to mass flows of Ethiopians to southern Africa at the time.[64] Until 2015, any legal efforts to combat migrant smuggling or human trafficking were carried out within the framework of constitutional provisions on human trafficking and slavery (Article 18)[65] and Criminal Code references to enslavement (Article 596), trafficking in women and children (Article 597), unlawful sending of Ethiopians for work abroad (Art 598), and traffic in women and minors (Articles 635 and 636).[66]

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61 United Nations Convention against Transnational Organized Crime. Available at: https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XVIII -12&chapter=18&clang=_en
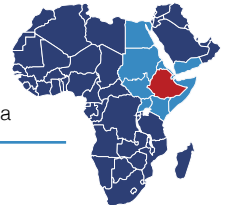
62 United Nations Protocol against Smuggling of Migrants by Land, Sea, and Air, Supplementing United Nationals Convention against Transnational Organized Crime. Available at: https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY &mtdsg_no=XVIII-12-b&chapter=18&clang=_en

63 United Nations Protocol Prevent, Supress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nationals Convention against Transnational Organized Crime. Available at: https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XVIII-12-a&chapter=18&-clang=_en

64 Sahan Foundation and IGAD Security Sector Program (2016). Human Trafficking and Smuggling on the Horn of Africa-Central Mediterranean Route. Available at: https://igad.int/attachments/1284_ISSP%20Sahan%20HST%20Report%20%2018ii2016%20FINAL%20FINAL.pdf

65 Constitution of the Federal Democratic Republic of Ethiopia (1994). Available at: http://www.wipo.int/edocs/lexdocs/laws/en/et/et007en.pdf

66 The Criminal Code of the Federal Democratic Republic of Ethiopia. Available at: http://www.wipo.int/edocs/lexdocs/laws/en/et/et011en.pdf

In August 2015, Ethiopia passed a law against migrant smuggling and human trafficking through Proclamation No. 909/2015 to "Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants."[67] The proclamation recognizes the inadequacy of the provisions enshrined within the Criminal Code in addressing "a very serious crime" and differentiates between the crimes of migrant smuggling and human trafficking in accordance with the supplementing protocols to UNTOC.[68] The proclamation also outlines punishments for any "human trafficker" or "migrant smuggler" who commits or attempts to commit either crime, calling for punishments ranging from fines to the death penalty depending on the specifics of the case.[69]

The 2015 proclamation calls for the establishment of a national committee, answerable to the Office of the Prime Minister and led by the deputy prime Minister, that incorporates the "Ministry of Justice, Ministry of Foreign Affairs, Ministry of Federal Affairs, Ministry of Labour and Social Affairs, Ministry of Women, Children and Youth Affairs, Ministry of Education, Regional States, other governmental organizations, religious institutions, charities and societies, various structures and other respective organizations."[70]

The 2015 proclamation also calls for the establishment of an Anti-Human Trafficking and Smuggling of Migrants Task Force to be led by the Ministry of Justice (changed to the Office of the Attorney General in May 2016), which is mandated to execute and oversee the implementation of the proclamation. The task force consists of almost all the same ministries represented on the National Committee, but also includes representatives from National Security and Intelligence Service, as well as the Ethiopian Federal Police Commission.[71] The Anti-Human Trafficking and Smuggling of Migrants Task Force has since developed a five-year National Plan of Action against Trafficking in Persons and Smuggling of Migrants.[72]

4.2 Government structures to collect, analyse and share information

At present, there are challenges in terms of the capacity to collect, analyse, and share information on migrant smuggling and human trafficking networks in Ethiopia.

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67 Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia (2016). Proclamation No. 909/2015: Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants. Available at: http://www.lawethiopia.com/images/federal_proclamation/proclamations_by_number/909.pdf

68 Ibid.

69 Ibid.

70 Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia (2016). Proclamation No. 909/2015: Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants. Available at: http://www.lawethiopia.com/images/federal_proclamation/proclamations_by_number/909.pdf

71 Ibid.

72 Federal Taskforce on Countering Migrant Smuggling and Traffiking in Persons. (2015). Operationalization and Structural directive of Federal taskforce against human trafficking and migrant smuggling.

According to the 2015 proclamation, the Ministry of Foreign Affairs, in cooperation with the National Intelligence and Security Service, as well as "other relevant organs," is responsible for collecting and disseminating data on victims of migrant smuggling and human trafficking, on the "country and the conditions under which they are found" and "other necessary information."[73] However, the Ministry of Foreign Affairs' ability to carry out systematic national data collection, analysis and reporting is limited due to financial constraints. According data collection, and the national committee and its supporting organs have halted full implementation of the strategic plan because of a lack of funding.[74] Similarly, there are limited formal mechanisms for collecting and submitting data and information from the local level upstream to regional and national levels, nor across institutions at the national level. Information on migrant smuggling and human trafficking is not being collected in a centralized database, or in a uniform manner.[75]

The national committee has faced challenges in executing its mandate due to the fact that its members, drawn from various ministries and regional bureaus, are primarily occupied with their own respective mandates, of which combating migrant smuggling and human trafficking are not the central focus. In light of recent political developments and a declared state of emergency, government attention, especially among law enforcement agencies, has increasingly been directed to developing responses to anti-government protests throughout the country. Thus, the challenge of gathering the human and financial resources need to hold regular meetings of the national committee and sub-committees has become more acute.[76]

Limited clarity over jurisdiction amongst regional states challenges data collection activities at the local level, with regional states less inclined to take the lead on providing services to victims and conducting investigations due to funding constraints. It is not always clear, for example, who is responsible for providing protection and carrying out investigations in cases where a victim of smuggling or trafficking is detected trying to cross a border between two regional states within Ethiopia.[77]

Additionally, in the current framework civil society organisations have limited capacity to assist the government in collecting data and information on migrant smuggling and human trafficking. The Charities and Societies proclamation 621/2009 imposes strict controls on policy advocacy work related to "human rights, democracy, gender, and children's rights issues." As a result, few organizations are authorized to advocate for enhanced policy and institutional responses by the government. The few organizations that deal directly or indirectly with issues of migrant smuggling and human trafficking issues assert that they
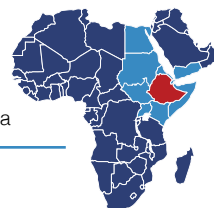
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73 Federal Negarit Gazette of the Federal Democratic Republic of Ethiopia (2016). Proclamation No. 909/2015: Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants. Available at: http://www.lawethiopia.com/images/federal_proclamation/proclamations_by_number/909.pdf

74 Key informant interviews in Ethiopia, June and August 2016.

75 Ibid.

76 Key informant interviews in Ethiopia, July and August 2016.

77 Key informant interviews in Ethiopia, June-August 2016.
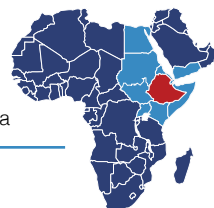
suffer from lack of adequate funding, scepticism on the part of the Ethiopian government, and lack of coordination.[78]

The Migration Response Centres (MRC) in Metemma and Mille may play an important role in collecting information and data on mixed migration, and smuggling and trafficking in particular. On the basis of strong government ownership, IOM works closely with governments in the region, including in Ethiopia, to support a series of MRCs in different locations along migration corridors. The MRCs are set up around IOMs institutional priorities of: i) protecting migrants' basic rights; ii) addressing irregular migration drivers; iii) promoting safe, orderly and dignified human mobility, countering migrant smuggling and people trafficking; iv) developing partnerships for growth and competitiveness, and; iv) supporting governments as they build their capacities to respond to mixed migration.

The MRCs aim to provide direct assistance to migrants and support governments in the management of mixed migration flows. They not only present a forum to assist migrants and build government capacity, but also provide an opportunity to capture key information from irregular migrants. The MRCs are the frontline in which IOM and MRC (the government) interact directly with migrants, which generates a wealth of information and data. IOM has developed a smartphone-based "MRC Data Collection System" application that allows for migrant profiles and protection needs to be identified and organized in a comprehensive and region-wide manner. The set-up, training, and roll-out of this system was completed during an August 2016 meeting in Hargeisa, attended by MRC staff from Ethiopia, Djibouti, Somaliland, Puntland and Sudan.[79]

The Government of Ethiopia's efforts to collect, analyse and share data and information pertaining to migrant smuggling and human trafficking are challenged by limited capacity at the local levels of government. Despite sporadic workshops and "trainings of trainers," local law enforcement, prosecutors, judges, and other relevant officials have limited knowledge of the new law against migrant smuggling and human trafficking. Relatively few actors at the local level are fully familiar with the basic differences between migrant smuggling and human trafficking or have received training on the subject.[80] These challenges, which stem from insufficient training, are reportedly compounded by alleged corruption and complicity among some law enforcement, state officials, and local administration (cited by local analysts and government officials interviewed as part of this report) which undermine efforts to build capacity and collect information on migrant smuggling and human trafficking networks.[81]

The Ethiopian Government is well aware of the challenges and opportunities posed by migrations. Demographic pressure and unemployment, despite over a decade of solid economic growth, has led young Ethiopian migrants to seek employment opportunities abroad and send money home. Such remittances are beneficial for the Ethiopian economy
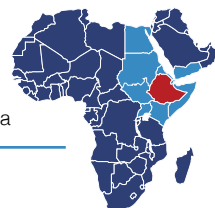
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78   Key informant interviews in Ethiopia, July 2016.
79   IOM (2016). Migration Response Center (MRC) Regional Meeting, Hargeisa, 9-10 August 2016.
80   Key informant interviews in Ethiopia, July-August 2016.
81   Ibid.

and alleviate the pressures on the domestic labour market. Nevertheless, the Ethiopian government is concerned about the treatment of Ethiopians abroad.[82]

International support for capacity building

As part of efforts to build on these new legal and institutional frameworks, the Ethiopian government has partnered with various international organizations in recent years, most notably IOM and the United Nations Office of Drugs and Crime (UNODC). Many of the ongoing projects relate to managing mixed migration, specifically those focusing on labour migration management and providing humanitarian support to victims of human trafficking, are outside the purview of this study.

Recent initiatives and trainings directly related to combating migrant smuggling and human trafficking networks began in 2013, when IOM and the Government of Ethiopia signed a Memorandum of Understanding (MoU) to "implement a two-year project intended to enhance the national capacities and cooperation for the prevention of Trafficking in Persons" and to ensure "protection of victims and prosecution of trafficking in Ethiopia". The focus of the project, which predated the 2015 proclamation, was to improve the capacity of the national Anti-Human Trafficking Committee and to strengthen national legislative and criminal justice capacity. The project was funded by a USD 500,000 grant from the US Department of State's Office to Monitor and Combat Trafficking in Persons.[83]

In 2015, UNODC provided technical advice to the inter-ministerial team responsible for drafting the text of the 2015 proclamation for "Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants." UNODC helped the government of Ethiopia to ensure that the new law "fully incorporated" the UNTOC protocols against migrant smuggling and human trafficking. The project was funded by the European Union and the US State Department.[84]

UNODC also trained some 70 prosecutors, judges and police investigators from various regions of Ethiopia from 7 to 16 September 2015 on the contents of the new law and its implementation. This training, supported by the EU, was predicated on the "training of trainers" model in which the knowledge gained by the participants is expected to "cascade down to hundreds of their colleagues in each of Ethiopia's different regions."[85]
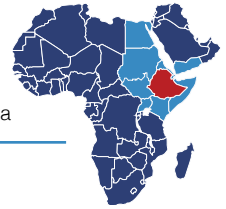
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82   Key informant interviews in Ethiopia, June 2016.

83   IOM (2013). Ethiopia to enhance national capacities for prevention of trafficking in persons. Available at: https://www.iom.int/news/ethiopia-enhance-national-capacities-prevention-trafficking-persons

84   UNODC (2015). New Ethiopian Law on Human Trafficking and Migrant Smuggling. Available at: https://www.unodc.org/easternafrica/en/Stories/new-ethiopian-law-on-human-trafficking-and-migrant-smuggling.html

85   UNODC (2015). Fostering Awareness of New Ethiopian Law on Human Trafficking and Migrant Smuggling. Available at: https://www.unodc.org/easternafrica/en/Stories/fostering-awareness-of-new-ethiopian-law-on-human-trafficking-and-migrant-smuggling.html

In June 2015, IOM held a "validation workshop" with 22 participants from the Federal and Regional Police Commissions, the Ministry of Justice and the Ethiopian Police University College (EPUC) on a "Training Manual of Victim Centred Investigation of Trafficking in Persons". The workshop served to finalise the development of the training manual, which is designed to "enhance the skills and knowledge of police cadets and investigators throughout the country regarding rights-based investigation" of human trafficking cases.[86]

Similarly, IOM and EPUC, in September 2015, jointly organized a five-day training of trainers on the investigation of human trafficking in Ethiopia. The workshop was attended by 24 EPUC regional state police college instructors and regional state officials who were trained in "key investigation techniques that can be put in place to prosecute perpetrators and protect victims." The training took place as part of a broader US government-funded project titled "Enhancing National Capacities and Cooperation for the Prevention of Trafficking in Persons, Protection of Victims and Prosecution of Traffickers in Ethiopia." The participants in the workshop were in turn expected to train "140 grass root investigators in their respective regions." As part of the project, IOM hired consultants to work with EPUC to develop training materials to reflect "global best practices, as well as in the Ethiopian context" in accordance with the recently developed training manual and curriculum on the investigation of human trafficking.[87]

In April 2016, as part of its support to the National Anti-Human Trafficking and Migrant Smuggling Taskforce, IOM conducted two workshops to review Ethiopia's National Plan of Action against Trafficking in Persons and Smuggling of Migrants, and to examine the "Harmonization of the National and Regional Taskforce Structures." The workshops, which brought together more than 90 participants, mostly government officials drawn from ministers and regional bureaus with anti-trafficking and smuggling mandates, was designed to review the implementation to date of the five-year National Plan of Action against human trafficking and migrant smuggling.[88]

In late June and early July 2016, in an effort to build on its workshops from the previous year on migrant smuggling and human trafficking, UNODC organized two rounds of workshops with Ethiopia's Attorney General's Office to "cast a spotlight on techniques aimed at improving the quality of investigations to and making prosecutions more effective, such as ways to analyse and record crime scenes, interview suspects and witnesses, and prepare cases and trials."[89]
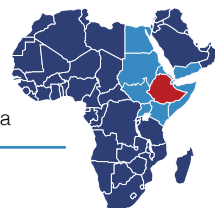
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86 IOM (2015). IOM holds a Training Manual validation workshop. Available at: http://www.iomethiopia.org/iom-holds-training-manual-validation-workshop

87 IOM (2015). IOM, Police College Train Ethiopian Human Trafficking Investigators. Available at: http://www.iom.int/news/iom-police-college-train-ethiopian-human-trafficking-investigators

88 IOM (2016). National Anti-Trafficking and Smuggling Taskforce steps up coordination efforts in managing migration in Ethiopia. Available at : https://ethiopia,iom.int/national-anti-trafficking-and-smuggling-taskforce-steps-cordination-efforts-managing-migration
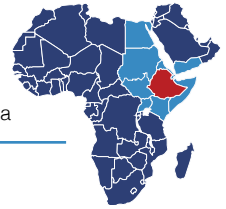
89 UNODC (2016). Bolstering Skills to Combat Human Trafficking and Migrant Smuggling in Ethiopia. Available at: https://www.unodc.org/easternafrica/en/bolstering-skills-to-combat-human-trafficking-and-migrant-smuggling-in-ethiopia.html
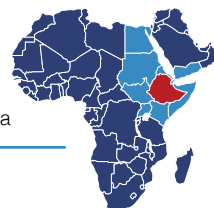
5.0 RECOMMENDATIONS

- Provide technical assistance to the Government of Ethiopia in the implementation of Proclamation No. 909/2015 through training judges, prosecutors, law enforcement officials, and all other relevant actors.

- Provide strategic planning and organizational support to the national committee (Office of the Prime Minister) and the Anti-Human Trafficking and Smuggling of Migrants Task Force (Office of the Attorney General) so that they can carry out their mandate and implement the National Plan of Action.

- Provide technical assistance, budgetary support, and strategic planning and organizational support to the Ministry of Foreign Affairs in carrying out its mandate to collect data on migrant smuggling and human trafficking.

- Provide technical assistance and organizational support to the Government of Ethiopia in developing a uniform mechanism for reporting information collected by relevant intelligence services, law enforcement agencies, and government and non-governmental organizations providing assistance to irregular migrants, so that information reported to the Ministry of Foreign Affairs is standardized and can be adequately analysed. Facilitate enhanced cooperation between the government of Ethiopia and NGOs in the area of migration.

- Provide technical support on strategic planning and budgeting to assist in the establishment of the assistance fund for victims as outlined in Proclamation No. 909/2015.

- Provide technical support on international cooperation between Ethiopia and neighbouring countries to combat trafficking and smuggling (e.g. bilateral and multilateral arrangements on law enforcement, investigation and information sharing).

- Enhance cooperation with and between different actors within government structures, as well as between donors, relevant UN agencies, NGOs and other partners, to ensure effective and efficient coordination and avoid duplication of efforts.

- Provide continued assistance in developing training materials to sensitize government and non-governmental organizations, as well as relevant government authorities, in understanding the new legislation (Proclamation No. 909/2015).

- Provide technical assistance and training to address the issue of corruption and complicity within law enforcement, state authorities, border guards, and local administrators.

- Provide support to the Ethiopian government to monitor, oversee and regulate overseas employment agencies strengthening as outlined in the Overseas Employment Proclamation.

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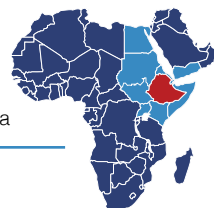
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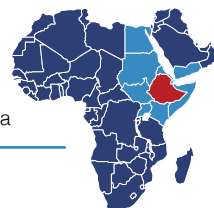
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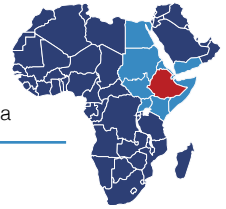
ANNEX CHALLENGES AND NEEDS OF NATIONAL INSTITUTIONS

Introduction

This analysis has been processed through the organisation of a consultative workshop held in Addis Ababa, Ethiopia on the 13 December 2016 with representatives from select State Agencies. The main government focal point has been the secretariat of the federal anti-human trafficking and smuggling taskforce, established in the ministry of Justice (now the office of the attorney general). Representatives of the Federal Police crime investigation unit, Addis Ababa Police, Ministry of Foreign Affairs, Ministry of Labour and Social Affairs and Ministry of Women and Children also attended the consultation. This exercise was facilitated by Expertise France and the Regional Mixed Migration Secretariat with the support from European Union police experts from the French Ministry of Interior, "*Direction de la Coopération Internationale"* and the Italian Ministry of Defence "*Carabinieri".* The aim of the consultation was to review the country research and analyse the institutional needs for capacity building and training.

Summary of the findings

1.   Review of the country statement by national institutions

The Regional Mixed Migration Secretariat (RMMS) presented the major outcomes of the research, after which the floor was opened for discussion, comments and questions. Issues raised by participants included:

- The Government of Ethiopia has been undertaking strong efforts to combat human trafficking and migrant smuggling in close cooperation with different stakeholders. However, the problem remains pervasive and it requires continued efforts by many different stakeholders to address trafficking and smuggling.

- The Ethiopian government considers human trafficking and migrant smuggling as organized crime and the responses to address these phenomena are designed with due consideration of this understanding.

- A culture of migration exists in Ethiopia which influences outmigration from the country. The participants noted that there is need to create awareness and sensitise the public about the challenges and risks involved in engaging in irregular migration in particular. To achieve this, the participants urged the relevant government agencies to develop a comprehensive public education strategy covering all aspects of migration including human trafficking and migrant smuggling.
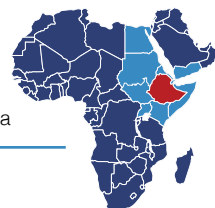
- There is need to establish coordination mechanisms between relevant government agencies (especially between federal and state law enforcement) to address human trafficking and migrant smuggling in Ethiopia. In addition, adequate capacity is required to ensure government officials (e.g. police, prosecutors) have the necessary skills, competencies and equipment to tackle the phenomenon.

- There is a need to also ensure that adequate resources are allocated to provide humanitarian assistance and ensure protection of victims of migrant smuggling and human trafficking. There are gaps in the availability of facilities and in the capacity of service providers for victims of trafficking in Ethiopia.

- Noting that irregular migration is a regional phenomenon, the participants called for stronger ties and cooperation between countries of origin, transit and destination to address the issue.

- The participants also observed that irregular migration in Ethiopia and neighbouring countries is facilitated by well-resourced networks of human traffickers and migrant smugglers. Regional approaches backed by the European Union and international partners are necessary to tackle these networks.

2. Challenges and capacity needs

The participants were divided into three discussion groups during which they assessed the existing capacities, challenges and needs of key institutions and procedures in handling trafficking and smuggling. Participants were also tasked to identify potential training needs.

Policy and strategic planning

- Participants noted that there are currently no uniform coordination mechanisms between different government institutions addressing human trafficking and migrant smuggling in Ethiopia. Related to this challenge is the lack of policy to facilitate information sharing or a designated institution that is responsible for data management. One of the top priorities identified by the participants is the need to implement comprehensive capacity building program on a range of issues including training on data collection and management and setting up a centralized information database on migrant smuggling and human trafficking.

- Existing regional mechanisms are not effectively coordinated to address human trafficking and migrant smuggling. This is partly because countries have different priorities and varying approaches/policies that address the phenomena, which creates challenges in general cooperation, and information sharing in particular. Regional frameworks do not offer binding recommendations and there is limited cooperation with the Gulf countries (a major destination for many migrants from the region). A key recommendation made by participants was to strengthen bilateral cooperation between regional countries through approaches such as regional forums
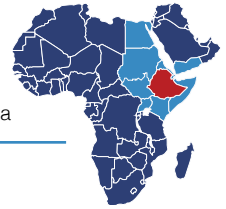
(like the Khartoum Process), joint (border) committees and harmonization of regional legal frameworks on human trafficking and migrant smuggling.

- To enhance the effectiveness of bilateral arrangements, the participants called for all relevant government agencies e.g. Ministry of Foreign Affairs, Attorney General's Office and others to be involved in designing bilateral agreements on human trafficking and migrant smuggling. In addition, it was recommended that a liaison office be established to coordinate bilateral programs with neighbouring countries to address human trafficking and migrant smuggling.

- There is a need to provide adequate capacity building on evidence-based policy making and advocacy to enable relevant government agencies to address human trafficking and migrant smuggling.

- The participants noted that there are currently no facilities to provide assistance or protection to victims of trafficking and/or witnesses. Intercepted migrants are usually held at federal police facilities along with other offenders. The two Migration Response Centres (MRCs) at Mille and Metema are providing some basic services in border areas in the west and east of the country, but in other areas services are being provided by the federal police facilities in absence of other options. To address this challenge, the participants identified the need to prioritize the creation of facilities for victims of trafficking and smuggling and the implementation of a referral mechanism with relevant organizations such as IOM. In addition, there is a need to enhance the capacity of front line agencies in the identification of victims, referral mechanisms and information collection and sharing. Participants indicated that a mapping of existing services and the creation of referral mechanisms are some of the priority actions. Strengthening the already existing facilities and establishing more centres has been identified as being other important priority areas.

- The lack of referral mechanisms was identified as a gap. The new referral mechanism developed by IOM for Ethiopia, is not being fully implemented yet, which creates a gap in the provision of services for migrants. Participants suggested that advocacy for line ministers to endorse or implement the referral mechanism is a priority action.

## Investigative and judicial capacities

- The participants observed that one of the key challenges hindering efficient and effective prosecution of human trafficking and migrant smuggling cases in Ethiopia is the lack of identification tools (e.g. biometrics and evidence databases) and lack of skills/knowledge to investigate trafficking and smuggling cases. To address this challenge, participants called for support in establishing fully equipped and specialized units at district level (e.g. forensics, databases) to tackle human trafficking and smuggling at the regional levels of government.
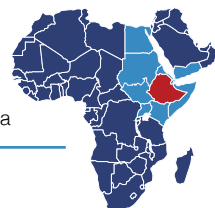
- There is a need to provide adequate capacity (e.g. skills/knowledge) to judicial officers and law enforcement officers on all aspects related to migrant smuggling and human trafficking. In addition, participants highlighted a need to enhance capacity in the investigation and identification of victims and the knowledge of legal frameworks on migrant smuggling and trafficking, as well as a need to set up decentralized, specialized units and deployment of forensic units at regional level.

- Participants noted there were no police officers dedicated to interrogate and deal with vulnerable groups such as women and children victims. In addition, there are no dedicated facilities to cater for vulnerable victims who are intercepted.

- Lack of effective coordination between various agencies/actors that comprise the National Anti-Human Trafficking and Migrant Smuggling Taskforce was identified as another challenge hindering effective investigations and prosecutions of trafficking and smuggling cases. Participants recommended setting up appropriate protection for victims and witnesses at field level.

Information gathering and sharing

- Participants noted that there are currently no specific policies or standard operating procedures (SOPs) to facilitate information collection, management, analysis and sharing within law enforcement agencies and other government agencies involved in tackling human trafficking and migrant smuggling. This challenge is further compounded by constraints in capacity, funding, technology and lack of a centralized database. It was observed that different agencies operate their respective databases for specifics tasks such as immigration, labour, and criminal offences and that these databases are not interlinked or integrated; there is no centralized information management system or designated office coordinating information management, causing fragmentation of information. Participants highlighted the importance of establishing a two tiered (federal and state) structure of information sharing with the leadership of the federal police. Participants also suggested the establishment of an online database, to provide better access to all stakeholders nationwide.

- The participants recommended as a priority action the need to develop SOPs on information gathering and sharing for all government agencies involved in addressing human trafficking and migrant smuggling. In addition, there is a need to support the creation of a national database on human trafficking and smuggling which is linked to the existing databases in different government agencies. Capacity building in the areas of data collection, analysis, sharing and management was also recommended.
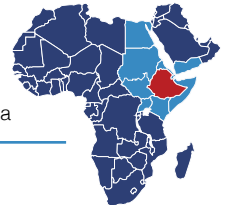
- Human trafficking and migrant smuggling are transnational phenomena and the participants noted that there are weak or no regional mechanisms to facilitate information collection and sharing between countries. Participants recommended as a priority action the need to establish a joint taskforce on human trafficking and migrant smuggling between regional countries.

3.   Training needs and priorities

- Training on biometrics and database management (data collection, storage and analysis) in relation to human trafficking and migrant smuggling;

- Specialized training for female police officers on vulnerable groups;

- Capacity building and training in collecting, analyzing and sharing of information and intelligence to service providers at different levels;

- Training and capacity building in establishing and operating a well-coordinated and centralized database on human trafficking and migrant smuggling;

- Training on evidence-based advocacy and communication to the main stakeholders who are directly working on migration issues, especially the members of the Counter Trafficking Taskforce;

- Training on legal frameworks related to addressing human trafficking and migrant smuggling for law enforcement officers, judicial officers and other agencies tackling the issue;

- Training on key aspects of investigative procedures and standard operating procedures for collecting and sharing information on trafficking and smuggling;

- Training on and resources to establish a harmonized information management system (IMS);

- Training on managing and recording forensic resources and materials (best practices, innovation and technology to record and secure data);

- Training of specialized law enforcement officers on identification and handling/ referral of trafficking and smuggling victims;

- Training on establishing victim protection reports (profiling needs of victims and mapping of protection services); and

- Training and capacity building on establishing bilateral agreements with other countries to address human trafficking and migrant smuggling.
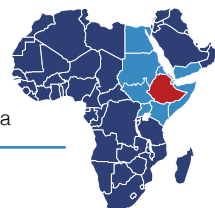
Conclusion

The government of Ethiopia has made substantial progress in the effort to tackle the crimes of human trafficking and migrant smuggling, although significant gaps remain to be addressed. During the workshop the federal Anti-human Trafficking and Smuggling Taskforce assured the willingness of the government to work with different international partners to address the challenges and gaps in the efforts to address these issues. Expertise France provided information on the way forward, especially in terms of training and peer-to-peer exchange exercises planned in the next phase of the project, to be implemented in the months to come.

Institutional challenges and priority needs

Topics/ issues	Gaps & challenges	Existing framework/response
Information collection and intelligence	• Unavailability or lack of implementation of different SoPs on how to collect, share and generally manage information • Capacity restraints • Financial restraints • Technology restraints • No centralised database • Regional cooperation limited despite of existing frameworks (Lack of institutional capacities)	• Different institutions have mandates to collect, share and manage information but there is no centralized body to undertake this activity with the framework of trafficking in persons (TiP) and smuggling of migrants (SoM). • 5-year strategic plan on TiP/SoM (component on data sharing collection/ management). • There are some efforts by the government and partners to strengthen the capacity to collect, share and manage information better but the gap remains big. • Proclamation No. 909/2015 to 'Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants.

Investigation and judiciary	**Field level:** • Lack of identification tools (biometrics, database) Identify the victims of trafficking. • Lack of skills/knowledge to investigate and interrogate witness on TiP/SoM (at the individual and structural level) • Lack of trained prosecutors (especially on TiP/SoM) • Lack of police officer dedicated to deal with specific vulnerable groups (women & children cases) • Lack of facilities (woman and child friendly rooms) in the (police offices) • Lack of coordination between actors • Lack of protection unit **CID unit (district level):** • Lack of necessary equipment to investigate (computers, biometrics tools, camera, GPS tracking, taping tools) • Lack of forensic unit (only one at the federal level) • Lack of evidence database **National Level:** • Lack of effective coordination and expertise to combat TiP/SoM • Lack of incorporating the TIP & SOM in academic curriculum • Lack of specific training of the field (regular training) • Lack of guidelines (Standard Operational Process) • Lack of international cooperation between the countries of the region at the national level	• Proclamation No. 909/2015 put in place cooperation and coordination in terms of investigation and judiciary at the different stages of the case while significant gap remain to be addressed. • Different mandated institutions show efforts to strengthen prosecution at different level this includes the police, prosecution and the judiciary. • Witness protection legation is in place but not much implemented.
Strategic and operational planning	• Lack of coordination regarding the exchange of information (different institutions have different database that are not integrated) • Lack of coordination on protection/shelter services (government, int. organisation and CSOs) • Lack of facility/skills for assisting victims (currently using federal police facilities) • Referral mechanism w/ IOM isn't implemented • No specific policy on the sharing of information due to resources and financial restraints • Lack of designated institution responsible for data management • Regional mechanism doesn't coordinate efficiently with countries of the region have different priority, there is no harmonised approach to this issue (criminalisation of migrants or encouraging migrations). • The definition of victims is not standard within the countries of the region (creates problem in terms of cooperation between countries in the region)	• National Coordination Mechanism re-established by Proclamation No. 909/2015 • UNTOC convention and its trafficking and smuggling protocols are ratified by Ethiopia • Ethiopia is in the process of negotiating bilateral labour agreements with different countries in GCC • Trans border committee between Ethiopia and other neighbouring countries

Training priorities

Topics /issues	Priority needs	Training needs

Information collection and referral	• Developing SoPs (for each service and for coordination)
	• Capacity-building especially on
	  - Improve skills
	  - Data collection
	  - Analysis
	  - Exploitation
	  - Management of database
	• Establishing a national database for TiP/SoM interconnect existing databases
	• Establishing joint Task Force in Human Trafficking and Smuggling
	• Create a decentralised task force on TiP/SoM (liaison office)
		• Training and capacity building interventions are needed on data management and sharing targeting the most relevant key agencies including the police, prosecution office (Office of the Attorney General), judiciary, members of the national counter trafficking committee.
		• Targeted training on effective coordination especially focusing on federal and regional arrangements including developing SoPs and guidelines for coordination and reporting. (M&E).

Investigation and judiciary	• Identification of victims or smugglers, rescue the victims => Register => MRC => Social workers assist the victims • Deploying of interrogation of the witnesses • Deploying social workers at the borders • Training prosecutors • Deploying/training female police officers => unit specialised in dealing with TiP/SoM cases. • Rearranging / reorganising police offices so as to respond to the challenges of TiP/SoM more effectively • Better organisation between the stakeholders using the task force • Deploying the Set up a protection unit • Providing the necessary equipment for investigation • Establishing forensic unit at any level to be accessible • Creating database • Training specific police officers • Focusing on activating effective implementation to coordinate the task force • Strengthening the task force • Providing with specific training at academic level • Sensitising the authorities about the issue of TIP & SOM • Regularising the training and updating • Developing the SOPs – guidelines and Referral mechanism (where needed) • Strengthening and establishing proper and regular cooperation with others countries	• Training in identification/specific tools (biometrics, database) to police officers • Establish specific/decentralised specialised Unit (Forensic units to be deployed at regional level) • Provide a training for prosecutors (including court member and investigator) • Providing specific trainings to female police officers • Providing facilities for most vulnerable people • Training members of the task force (all stakeholders) & non-governmental organization under the supervision of the task force to improve their knowledge on legal framework related to TiP/SoM • Setting up a protection unit (witnesses and victims) • Providing necessary equipment • Setting up forensic laboratory at district level • Training people on how to use the database • Raising awareness to members of the task force or the committee coordination • Including the TIP & SOM in the academic training • Providing training for the trainees • Providing regular training to field offices • Providing SOPs to the officers and providing a training on SOP developed • Providing training on how to cooperate with other countries by providing different types of technical support and expertise

| Strategic and operational planning | • Creating an SOP in order to enhance the exchange of information
• Creating a committee meeting regularly including focal points from relevant institutions/organisations (investigator, service provider, social worker) at two levels (federal/regional) under the leadership of Federal Police
• Establishing MoU between entities to define the information to be shared
• Online database for better access nationwide and improve communication mechanisms
• Mapping of the existing services
• Creating a referral system
• Creating facilities and mapping of existing structures and services
• Policy advocacy to line ministers to endorse this mechanism, include the referral mechanism within SoPs | • Capacity-building on identification/segregation of migrants
• Training on referral arrangement including awareness creation on the available arrangements in the country to targeted beneficiaries
• Capacity building training on sharing of information among key players.
• Provide training on advocacy/enhancing communication w/ officials
• Training on evidence-based advocacy and political base to influence policy making addressing issues of TiP/Som
• MoFA in collaboration with Attorney General and mandated government agencies to strengthen the Trans border committee |

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This report is one of 10 country statement reports covering:
Djibouti, Egypt, Eritrea, Ethiopia, Kenya, Somalia, South Sudan, Sudan, Uganda and Yemen