Acknowledgments – to be added after second workshop

Acronyms

AOPEA – Association of Private Employment Agencies
AU – African Union
CBO – Community Based Organization
CETU - Confederation of Ethiopian Trade Unions
EU – European Union
GOE – Government of Ethiopia
GTP – Growth and Transformation Plan
IGAD – Intergovernmental Authority for Development
ILO – International Labour Organization
IO –International Organization
IOM – International Organization for Migration
KSA – Kingdom of Saudi Arabia
LPWG - Legislation and Prosecution Working Group
MOE – Ministry of Education
MOH – Ministry of Health
MOFA – Ministry of Foreign Affairs
MOLSA – Ministry of Labour and Social Affairs
MOJ – Ministry of Justice
MOU – Memorandum of Understanding
NATCOB - National Anti-Trafficking Coordination Body
NGO – Non Governmental Organization
NOVASP - Network of Victim Assistance Service Providers
NPA – National Plan of Action
PEA – Private Employment Agencies
PMO – Prime Minister Office
PRWG - Prevention Working Group
RMMS – Regional Mixed Migration Secretariat
RMEWG – Research, Monitoring and Evaluation Working Group
SNNPR - Southern Nations, Nationalities and Peoples’ Region
TIP – Trafficking in Persons
UNHCR – United Nations High Commissioner for Refugees
UNICEF – United Nations’ Children’s Fund
UNODC – United Nations Office on Drugs and Crimes
VOT – Victim of Trafficking
VAWG – Victim Assistance Working Group
1. Introduction

Trafficking in Persons (TIP) is a complex and multi-dimensional phenomenon. It is a serious and often violent crime and a violation of several basic human rights. The methods used for trafficking people are diverse and keep changing and, it usually targets the most vulnerable segments of any society. It has far reaching consequences for the individual victims, their family and community and on the society as a whole. Any effective attempt to combat TIP requires a multi-dimensional and multi-sectorial response.

TIP has been recognized as an issue of concern by the Government of Ethiopia (GOE) and government, communities, civil society and international organizations have been acting to combat TIP in different ways. This National Plan of Action (NPA) is drafted to enable the continuation and mainstreaming of ongoing efforts to combat TIP in Ethiopia, to enhance cooperation and coordination between stakeholders and to chart the way towards a sustainable reduction in TIP cases, as a result of a holistic and maintainable response.

This document examines the TIP situation in Ethiopia, the existing legal and institutional frameworks and the national response. It then provides international best practice guiding principles for anti-trafficking action as well as the institutional structure and inputs needed to effectively combat TIP. At the heart of the NPA are the vision, the mission and the goals leading to a series of activities vital for the fight against TIP in Ethiopia.

Inputs for this NPA have been drawn from government, non-government and international stakeholders, through a series of interactions including group and individual meetings and a multi-sectorial workshop. An International Expert was called to examine the complexities, provide drafting support and bring in international best practices. An in-depth literature review including Ethiopian and international legal and policy documents, international and local research reports focusing on Ethiopia, on Ethiopian migration and trafficking in the region and globally, drafted Ethiopian prevention materials, and other documents.

The strategy is designed to cover a period of five years to allow time for the implementation of all proposed actions and sufficient time to monitor implementation and evaluate results. The proposed period is from September 2015 to September 2020 in line with the upcoming National Growth and Transformation Plan (GTP). As recommended in this document, this NPA should be linked to the GTP and the fight against TIP should be included as a GTP area of concern together with all other economic and social matters relevant to Ethiopia.

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1 The workshop, held in May 2014 was sponsored by IOM and facilitated by Abebaw Minaye, PHD, of the Addis Ababa School of Psychology.
2 Ms. Tal Raviv, LLM, International Expert for the IOM.
3 Training materials including: Federal Democratic Republic of Ethiopia, IOM: Community Dialogue Module on Trafficking in Persons, People Smuggling and Irregular Migration; Federal Democratic Republic of Ethiopia - MOLSA, ILO: [Draft] Pre Departure Training Manual for Migrant Domestic Workers Traveling to Gulf Countries, Sudan and Lebanon, to be published.
1.1 What is Trafficking in Persons?

Trafficking in Persons (TIP) is a modern manifestation of slavery and servitude and requires a modern definition. The globally accepted definition, which is accepted in Ethiopia too, is included in The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children under The United Nations Convention Against Transnational Organized Crime, 2000 (The Palermo Protocol):

Article 3 (a) “Trafficking in persons” shall mean 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. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs; “(highlights added).

TIP is a severe global phenomenon affecting the rights and lives of tens of millions of men, women and children worldwide who are exploited, abused, deprived of their freedom and often isolated. The US State Department estimated in its Annual Trafficking in Persons Report, published in June 2014, that more than 20 million people were in a trafficking situation during the year when the report was prepared. ILO Global Estimate of Forced Labour (Results and Methodology), 2012 estimated 20.9 million people were held in situations of forced labour during the course of the research (about 10 years), and that women and girls were 55% of them.

Victims of Trafficking (VOTs), including Ethiopian VOTs, are trafficked for sexual exploitation, exploitation of their labour in different industries, domestic labour, agricultural work, and even involvement in criminal activities and removal of organs.

1.1.1 Trafficking and Smuggling

As will be demonstrated in this document, the phenomenon of TIP in Ethiopia is often closely linked with the smuggling of migrants. Due to the fact that many smuggled migrants end up being trafficked and that many of the root causes for TIP and smuggling in Ethiopia are similar, it will be recommended later in this document, that some of the proposed

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4. There is big fluctuation in estimates on the global scope of TIP. Although in recent years most estimates talk of a figure in the area of 20 million people there are higher reports in the areas of 27 to 36 million, but there are questions about the legitimacy of the findings.

5. This estimate does not cover forced marriages (which are a form of trafficking) and of which most if not all the victims are females, so the % of female victims is probably higher. Trafficking for organ removal too is not covered by the ILO estimate. On the other hand 10% of the 20.9 million figure quoted by ILO are held in forced labour conditions by governments, mostly in punitive hard labour camps, this is not considered a form of trafficking and most of the subjects to it are men.
action against TIP also addresses smuggling. It is therefore important to also understand the smuggling definition.

The United Nation's Protocol against the Smuggling of Migrants by Land, Sea, and Air under The United Nations Convention against Transnational Organized Crime, 2000 defines smuggling as the following:

Article 3(a) "Smuggling of migrants" shall mean the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of then illegal entry of a person into a State Party of which the person is not a national or a permanent resident;"

While in the case of TIP the victim is exploited and his/her consent is irrelevant, in the case of smuggling there is an initial agreement between the smuggler and the migrant whereby the migrant pays for the smuggler to take him/her illegally across international borders (in the case of TIP there is no condition that an international border is crossed). However: 1. smuggled migrants too are highly abused and vulnerable, and 2. a situation of smuggling often turns into a situation of trafficking, whereby the first smuggled migrant finds him/herself deprived of his/her autonomy and exploited with no option to refuse.
2. The state of Trafficking in Persons in Ethiopia

In Ethiopia, TIP has been recognized as a serious problem, affecting the lives of large numbers of Ethiopian trafficking victims, as well as their families and communities. Refugees and asylum seekers, staying in Ethiopia in large numbers, are also identified as vulnerable to TIP. While TIP presents itself in many shapes and forms, speaking in general terms, in Ethiopia its manifestation can be divided into 3 main groups:

1. International trafficking through Irregular migration
2. International trafficking through Regular migration
3. Internal trafficking

2.1 International Trafficking through Irregular Migration.

Every year many thousands of Ethiopians migrate abroad illegally using irregular means. Of those who travel irregularly, many are VOTs. Others may leave home independently but will become VOTs during their journey or once they reach their destination.

Total numbers are not available, but the massive magnitude of the problem is demonstrated by the fact that more than 163,000 Ethiopians were deported from the Kingdom of Saudi Arabia (KSA) alone during a three months period starting in November 2013, due to their irregular status in the country. It is also interesting to note that out of this group of more than 163,000 Ethiopians deported from KSA, 62% were men, 33% women and 5% children (boys and girls). Of all the children deported, only 520 children were unaccompanied⁶. The fact that many more men were deported for irregular stay in KSA than women can be explained by the fact that the vast majority of the migrant workers who travel legally to KSA from Ethiopia are women (more than 90%). Indeed most of the returnees were of working age with 84% of the returnees being between the ages of 18-30, men being of the average age of 27, women of the average age of 24 and children being of the average age of 12⁷.

Many irregular migrants and VOTs are driven by economic difficulties, a hope for better livelihood opportunities abroad, a lack of awareness to the real risks and conditions on route or at the destination as well as the (and the high chances to encounter such risks and conditions), as well as the false promises by brokers and traffickers who use a variety of methods to lure individuals into their nets. Peer and family pressure is also a factor, and in the case of children especially, parents often are the ones deciding their child should migrate. Constant demand for cheap labour, limited border management and law enforcement in transit and destination countries, as well as limited cooperation between source, transit and destination countries contribute and also facilitate irregular movements.

⁶A. Tamrat, S. Alemayehu, A. Yohannes, IOM: Assessment on the Socio-Economic Situation and Needs of Ethiopian Returnees from KSA, October 2014, (presently being reviewed by the GOE), the figures are captured from the IOM's Returnees' Database.
⁷There.
Many migrants borrow large sums of money or sell their family’s modest property to pay the smugglers, this put an additional pressure on migrants to earn money and send money home. Once they left their homes, migrants are literally at the mercy of their smugglers, who often abuse them or, in some cases, pass them on for exploitation (which turns the migrants into VOTs). In some other cases migrants are abandoned by smugglers during the harsh journey and have to fend for themselves in often very dangerous circumstances, which again make them highly vulnerable to exploitation and trafficking.

While Ethiopians migrate from different parts of the country, it has been identified that the majority of the irregular migration originates from the states of Amhara, Oromia, Tigray and Southern Nations, Nationalities and Peoples’ Region (SNNPR).

Routes and migration trends change constantly, however the present movements are largely recognized to follow one of three routes:

**The Eastern Route:** through Somaliland, Puntland or Djibouti across the Gulf of Aden and into Yemen, Saudi Arabia and beyond. The number of women, girls and boys travelling on this route is relatively high and they are at high risk of being trafficked mainly for forced prostitution and domestic labour. IOM has also identified Ethiopian men who travelled to Yemen and were then trafficked there or into KSA. The sea crossing of the Gulf of Aden is very risky, reports of Ethiopians and others who have lost their lives at sea are sadly very common. This is the most documented route with tens of thousands of Ethiopians arriving in Yemen annually. In 2012 alone the Regional Mixed Migration Secretariat (RMMS) reported that over 84,000 Ethiopians were recorded crossing the Gulf of Aden into Yemen. This is the highest annual figure so far, although actual numbers might be higher. The majority of Ethiopians taking this route originate from the states of Amhara, Oromia, SNNP and Tigray.

**The Northern Route:** through Sudan and onwards to Egypt, Libya and possibly Europe. Migrants taking this route originate mainly from the states of Oromia, Amhara and Tigray. Ethiopians as well as refugees and asylum seekers who take this route are at risk of trafficking and kidnapping for ransom, torture, severe abuse and exploitation and possible murder for organ harvesting. Those travelling by boats to Europe face a threat of death at sea. It is possible that some migrants are travelling through the Gambella region to South Sudan and to Sudan and opt to remain there and not continue further.

**The Southern Route:** through Kenya, Tanzania, Malawi, Zambia, Mozambique, and Zimbabwe and into the Republic of South Africa (RSA). Most of the migrants taking this route originate from SNNPR. Research undertaken on this route shows almost every single

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8 Israel too has been considered a desirable destination. However, entry into Israel has become almost impossible since 2013 due to enhanced border management measures and the building of a fence along the Israeli – Egyptian border.
migrant travelling this way, largely males, suffer abuse and maltreatment which may include robberies, physical abuse, abandonment in remote locations, bribes payment and even murder as well other risks to their health and to their lives. Upon arrival in RSA most migrants manage to find work in the informal market and eventually open small businesses, however there too often suffer harassment, robberies and other forms of violence.

2.1.1 Between Smuggling and Trafficking
As explained previously, migrant smuggling is a different and separate phenomenon from TIP but the two are linked in several ways. First, traffickers will often smuggle their victims across international borders. Therefore among the big masses of smuggled migrants, VOTs are transferred too. Such victims are often hard to identify as they themselves may not be aware of the fate waiting for them. Second, smuggled migrants may be trafficked after they have left Ethiopia. Their vulnerable state, due to their lack of orientation, language skills and means to establish themselves abroad makes them an easy prey for traffickers.

IOM interviewed identified VOTs and the information collected points to both scenarios – victims being trafficked within the smuggling waves from Ethiopia to the North and even more so to the East, and smuggled migrants being trafficked during their journey or after arriving in their destination. Furthermore, a research by the RMMS reveals that almost all irregular migrants using the Eastern route have faced or witnessed one or more types of abuse and/or human rights violations, with as many as 38% of returnees interviewed reporting to have experienced or witnessed forced prostitution in Yemen. This too indicates the high prevalence to TIP among migrants taking the Eastern route.

A recent particular manifestation of TIP within the smuggling waves which started in the Sinai Peninsula but now appears to shift to Yemen and Libya, is the case of kidnapping of migrants and asylum seekers for ransom, torture and abuse. Migrants and refugees are kidnapped while on route or from refugee camps, then held for ransom while being heavily tortured, abused and exploited (sexually or for their labour) until their families send the steep ransom amount or, if not paid, until they are murdered and in some cases their organs are harvested (as has been reported from Sinai).

Many Ethiopian migrants suffer ill-treatment and abuse even if not trafficked, and some Ethiopian irregular migrants who have been returned home, are considering migrating again and hence remain vulnerable to trafficking. It is therefore recognized that an effective strategy against TIP should include some elements to address relevant aspects of irregular migration even if smuggling is not in the focus of the strategy. For example, preventive messages should address the risks of being trafficked and the dangers of smuggling and irregular migration.

9 Interviews by Tal Raviv with IOM Addis Ababa staff, December 2014.
11 CNN, Death in the Desert, 2011.
2.2 International Trafficking through Regular Migrant Labor

Large numbers of Ethiopians travel abroad for work and then send home remittances. Of those traveling, it is estimated that approximately 65% are irregular migrants, but the remaining migrants are able to travel legally using the services of private recruitment agencies (PEA), brokers or personal sponsors. Some of these agencies or brokers exploit their position to send unsuspecting migrants into situations of trafficking and exploitation.

Most legal migrant workers are young and unskilled. Many are young women aiming to work as house maids. According to information gathered by the Ministry of Labour and Social Affairs (MOLSA), more than 96% of the migrant workers who travelled to KSA through the services of a PEA were women. Much fewer are men travelling for jobs such as construction. Unfortunately, while many migrant workers are able to travel and work abroad legally, a significantly high number of these migrant workers, especially women, end up as VOTs, in exploitative and abusive situations, suffering at the hands of their employers, faced with harsh working conditions, isolation, physical and sexual violence, underpaid or not paid at all. Hence, as experience has shown, a worker who travelled legally could become a VOT after arrival at the destination location.

In order to combat these situations, the GOE enacted the Employment Exchange Services Proclamation No. 632/2009 in order to regulate the work of the recruitment agencies and protect the rights and interests of the migrant workers. However, as cases of abuse and exploitation have continued to emerge, and post the massive deportation of Ethiopians from the Kingdom of Saudi Arabia (KSA) in November 2013, the licences of PEAs have been suspended and a temporary ban put into effect on recruitment to the Middle East, until such time as the proclamation is amended and appropriate systems are put in place in the form of bilateral agreements and other measures, to more effectively protect the lives and rights of Ethiopians migrant workers to the Middle East. The amended proclamation is expected to come into force soon and it is hoped that the licenses of PEAs would be reinstated and the ban would be lifted in the near future. The existence of a legal and safe way to migrate for work is one of the essential tools to combat TIP and irregular migration.

2.3 Internal Trafficking

It is universally accepted that trafficking in persons could take place across international borders or within the territory of one country. Internal TIP is highly common worldwide. It is

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12 Information collected by Tal Raviv through interviews with government officials and international organizations, December 2014.  
13 Despite the government ban on travel to the Gulf States for work, there are reports of air travel to such destinations with the assistance of airlines officials. IGAD, A. Minaye, T. Alemayehu, Assessment of Human Trafficking and Smuggling in Ethiopia with the View of Enhancing National Capacity to Combat Human Trafficking and Enhance National Security, 2013.
considered one of the worst forms of child labour and it is closely linked to the problems of child labour, child prostitution and cultural practices such as under age or forced marriage.

There is a need for a comprehensive baseline assessment to specifically identify the manifestation of internal trafficking in Ethiopia. However, as reported by law enforcement and civil society organizations, there are cases of children being trafficked internally mainly from rural to urban areas or from rural to rural areas. It is reported that girls and young women are trafficked for prostitution and domestic labour mostly from rural areas in Amhara and other regions, primarily to Addis Ababa but also to some smaller urban centres. Boys are reportedly trafficked for traditional weaving in Addis Ababa or for herding and farm work in rural areas.

Victims are often recruited by relatives or people known to their community. Members of the extended family may also act as final exploiters or traffickers. Sadly, parents are often sending their children willingly, usually due to lack of an understanding of the true conditions to which their child will be exposed, and/or as they are unable to provide for the child. Internal trafficking is often linked to illegal child labour as well as criminal activities such as pimping, threats and violence.

Although a baseline assessment of internal trafficking in Ethiopia is needed and would be a leading tool in developing response strategies, it can already be confirmed that actions to increase child school enrolment and livelihood opportunities for parents would contribute to the reduction of child trafficking and should be further promoted. This should be complimented with prevention and protection support by Child Protection Units at the Federal Police together with child victim assistance by the Ministry of Justice. Synergies with the existing framework to combat child labour could be a useful way to enhance efforts to combat internal child trafficking.

Local actors within the community play an important role in combating TIP (both internal and international) as demonstrated by a local initiative in GamoGofa, a said source for boys’ trafficking for traditional weaving in Addis Ababa. Local cooperation between the police, bus drivers, local administration and the communities to strictly monitor the use of public transportation by children resulted in a significant decrease in child trafficking from that region.

2.4 Government Response and Prevailing Challenges

Understanding the risks in labour migration the GOE had enacted the first Private Employment Agency proclamation (proclamation 104/1998) which was meant to control the operation of PEsAs to better protect citizens. After few years the Ethiopian labour migrants were identified being victimized and exploited abroad, gaps were identified in this proclamation and a new and better proclamation was enacted in 2009. 

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14 This chapter was contributed by A. Minaye.
Exchange Services Proclamation No.632/2009). As provided in this proclamation a committee was established. However, with the increase in people wishing to migrate for work, there emerged a large number of illegal brokers and smugglers as well as corrupt employment agencies. This led to a surge in illegal migration and the consequent TIP. The GOE established a National Council composed of nearly all ministries, regional presidents, and religious and civic society organizations. This structure is being extended to the Kebele level although there are disparities among regions in implementing this structure.

The challenges related to TIP and efforts needed are given attention and the matter is being discussed at parliament level as part of the prime Minister’s report to parliament. Big conferences, symposiums, and workshops were held both at federal and regional levels to raise public awareness. Community conversation approach is being used in the past two years as a prevention strategy. Though there were fluctuations in terms of sustainability in addressing the problem of TIP and how to counter it, the issue has become one of the main agenda topics for the public (federal and regional) and private media.

In terms of public awareness raising, regions are seriously engaged. For example Amhara region reached 3,881,099 people in 2013/14, SNNPR gave awareness raising education for 441,950 people and Addis Ababa city administration reached 97,955 people in the same period. Stakeholders are using various public events (religious and other public gatherings) for public awareness. Various documentary films were produced based on the experience of victims and survivors. Trainings were provided to stakeholders including law enforcement bodies, government officers, civil servants, and civic and community organization leaders. In many of the trainings focus was given to the youth to make them understand the possibility of job opportunities in Ethiopia and the risks of illegal migration.

Following the January 2014 meeting of the Federal Anti-Trafficking Council, community conversation modules were prepared in four languages (Amharic, Oromiffa, Tigrigna, and English) and training of trainers was offered for 572 facilitators selected from 237 Kebeles (So Woredas) from most vulnerable zones of the four regions (SNNPR, Amhara, Oromia and Tigray).

There are interception and prosecution efforts however they may not be sufficient. Related to interception a Temporary Interception and Rehabilitation Center was setup three years ago at Mille in Afar (Eastern route) and another camp is being set at Metema (the Northernroute). In 2012/13 a total of 1016 irregular migrants were intercepted, rehabilitated and reunited with family. In 2013/14 a total of 2608 irregular migrants (899 in the Metema corridor, 1549 in the Galafi/Mille route, and 160 in the Dire Dawa route) were

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15 For more details see chapter 5 of this NPA.
intercepted, rehabilitated and reunited with family. Some regions like SNNPR are engaged in information collection and profiling of both illegal brokers and migrants.

There are efforts of prosecution in each region. For example in 2012/13 in SNNPR 285 illegal brokers (127 in Tembaro, 144 in Hadya, and 14 in Halaba zones), were prosecuted and 95 of them were sentenced (5-25 years). In the same year in Oromia 90 illegal brokers were prosecuted and 65 were sentenced. In 2013/14 a total of 206 illegal brokers were charged of which 197 were sent to the prosecutor’s office and 48 were convicted (2-12 years imprisonment) and 149 cases are on trial.

The other effort is therehabilitation for the returnees from KSA. Regions were engaged mainly in economic rehabilitation of returnees. For example Amhara region provided work skills and entrepreneurship training for 9,283 (4713 male, 4,570 female) returnees of which 5,516 completed the training. SNNPR provided rehabilitation services for 5,955 returnees in different zones. In Addis Ababa in 2012/13 forty returnees who faced medical problems received medical support and job skill training. In all regions the services to returnees are mainly provision of loan to run their own business, organizing them in groups for running small enterprises, giving shades for business, and social services like attitude change (the possibility of changing one’s life working in Ethiopia).

2.4.1 Challenges
Despite all these efforts there are still challenges. First, attitude problem among the youth on the prospect of changing their life for the better working in Ethiopia is still low. There are many young people who still consider migration as a sole way out of poverty. Second, there is lack of coordination and manpower in key sectors where anti-trafficking has to be a major focus. As a result of this many activities turn out to be seasonal and anti-trafficking activities are seen in some offices as extra work. The third problem is lack of sufficient budget for rehabilitation and other efforts. Fourth, since Ethiopia has a long border, border patrolling capacity is still a challenge. Fifth, following the temporary ban on overseas employment agencies some people are getting desperate about the prospect of legal migration. Related to the banning some of the agencies are closing their offices and they have stopped the support they have to give to the citizens abroad whose migration they have facilitated earlier. Some KSA returnees are feeling desperate. The initial government and other stakeholders support which was commended by the returnees and the larger public subsided and promises of support in their origin community were not delivered at the expected level. On top of family, relatives and brokers are again pushing them to migrate through the illegal channel. So there are reports of return migration in various regions.

In sum although there are many commendable anti-trafficking activities, in view of the magnitude of the problem there is a need for a more synergetic activity which necessitated for this plan of action.
3. Legal Frameworks

3.1 Domestic Legislation\footnote{This chapter includes a non-exhaustive list of legal documents that have been identified as the most relevant legislation to the fight against TIP in Ethiopia.}

*The Constitution of The Federal Democratic Republic of Ethiopia* forbids Trafficking in Persons in Article 18 (2):

2. *No one shall be held in slavery or servitude. Trafficking in human beings for whatever purpose is prohibited.*”

The Constitution obligates the federal and regional governments to defend its provisions, including the prohibition on TIP\footnote{The important and relevant provisions of the Federal Constitution are echoed in State constitutions of the different regions.}.

No definition of TIP is yet to be included in the Ethiopian legislation. However, provision 9(4) of the Constitution determines that:

4. *All international agreements ratified by Ethiopia are an integral part of the law of the land.*”

This means that with the ratification of the Palermo protocol by Ethiopia in 2012, the contemporary universally accepted definition of TIP stipulated in the protocol can be considered as the definition in effect within Ethiopia too.

*The Criminal Code of the Federal Democratic Republic of Ethiopia* includes several provisions dealing with TIP and related situations, among the main ones are: *Enslavement* (Article 596), *Trafficking in women and children* (Article 597 – dealing with trafficking for forced labour), *Unlawful Sending of Ethiopians for Work Abroad* (Article 598), *Violation of the Right of Freedom of Movement* (Article 602), *Violation of the Right of Freedom to Work* (Article 603) and *Traffic in Women and Minors* (Article 635 – dealing with trafficking for prostitution). However, these provisions do not cover all forms of trafficking and some articles address only the trafficking of women and children and do not cover cases of trafficking of men.

*Proclamation 632/2009* addresses the important issue of the recruitment of Ethiopians for jobs abroad, and should play an important role in regulating labour migration and hence reducing cases of TIP and other abuses of Ethiopian migrant workers abroad. However the harsh reality, including the maltreatment of Ethiopian migrant workers in some Middle Eastern States and that some recruitment agencies had exploited their licences to traffic individuals rather than protect them, led to a temporary ban on recruitment to the Middle
East while the GOeredrafts the proclamation in order to provide better protection to the labour migrants.

In addition, the Ethiopian Labour Legislation should serve to protect workers’ rights and in turn prevent trafficking and exploitation inside Ethiopia too. Internal Child trafficking is often closely linked to child labour. In this regard Labour Proclamation 377/2003 that prohibits the work of children under the age of 14 and allows only non-harmful work for young workers between the ages of 14 and 18, is highly relevant to the fight against child trafficking for work and services.

Additionally relevant are legislation and regulations relating to immigration issues – these are Immigration Proclamation No. 354/2002 that deals mainly with entry to and exit from Ethiopia and the issuance of travel documents, as well as the Refugee Proclamation no. 409/2004 that oversees refugee law in Ethiopia and is relevant due to the particular vulnerability of refugees and asylum seekers to TIP.

The Revised Family Code, Proclamation no. 213/2000 may also bear relevance, especially in cases related to marriage and other issues such as parental responsibility, the protection of minors and guardianship. In some cases, where nationality questions come up with regards to VOTs identified in Ethiopia or abroad or in relation to traffickers, the Nationality Proclamation no. 378/2003 may be of relevance.

While some aspects of TIP are covered by present legislation, the complex nature of TIP requires a multidisciplinary response is required to address it. The provisions of the Palermo Protocol need to be transformed into practical domestic legislation. The Government of Ethiopia, with the support of International agencies and organizations and other stakeholders, is presently beginning the process of reviewing existing legislation and considering the need for drafting additional legislation to better reflect the provisions of the Palermo Protocol within the domestic law.

3.2 Relevant International Law
A wide range of international legal instruments, which Ethiopia is a party to, include provisions in support of the fight against TIP and for its prevention. Other instruments include general provisions which are relevant to the prevention of trafficking or the response to trafficking incidences and to the protection of VOTs, the general public or specific groups (women, children, refugees, migrant workers and others) who may be particularly vulnerable to TIP. Among the main and most relevant ones are:

Human Rights Instruments:

1. The International Covenant on Civil and Political Rights (ICCPR), 1966
2. The International Covenant on Economic, Social and Cultural Rights (ICESCR), 1966

18And the accompanying Immigration Council of Ministers Regulation no. 11/2004.
4. The Convention Against Torture, 1984

Specific Anti-Trafficking, Forced Labour and Child Labour Instruments:

4. The Protocol against the Smuggling of Migrants by Land, Sea and Air, 2000
5. ILO Forced Labour Convention, 1930 (No. 29) and the ILO Abolition of Forced Labour Convention, 1957 (No. 105)
6. ILO Convention on Worst Forms of Child Labour, 1999 (No. 182)

Refugee Conventions


A nonbinding international document which is also of importance is The UN Office of the High Commissioner for Human Rights: Recommended Principles and Guidelines on Human Rights and Human Trafficking, 2002.

Other international instruments that are of relevance and which Ethiopia has not signed yet are the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, 2003 and the ILO Domestic Workers Convention, 2011 (No. 189).

3.3 Regional Strategies

This NPA is also aligned with some relevant continental and regional strategies. These include the African Union’s Migration Policy Framework for Africa (2006) and the IGAD Regional Migration Policy (2012). Both of these policy documents take a pro migrant rights approach while recognizing state sovereignty and security concerns. Both address issues of labour migration and irregular migration and trafficking and put special emphasis on states responsibilities to protect VOTs and smuggled migrants. They also emphasise the special needs of migrant women and migrant children. This NPA has taken into consideration the recommendations provided in both these documents in relation to TIP and follows the same general positions and principles.
Furthermore, this NPA is aligned with: the African Union’s *Ouagadougou Action Plan to Combat Trafficking in Human Beings, Especially Women and Children* (2006) that provides a practical detailed guidance on action against TIP in Africa; also the more regionally specific Khartoum Declaration on *AU-Horn of Africa Initiative on Human Trafficking and Smuggling of Migrants* (2014), which too provides a holistic regional guidance to respond to all aspects related to TIP and smuggling, from addressing root causes, to identifying victims, enhancing law enforcement capacity, enhancing regional and bilateral cooperation and providing appropriate protection to refugees and asylum seekers; and lastly, the *Sana’a Declaration of the Regional Conference on Asylum and Migration* (2013) which looks at the particular challenges related to the movement of migrants and asylum seekers from the Horn of Africa to Yemen and also referring to the related risks of TIP.

### 3.4 National Strategies

There are several national strategies and plans of action that have relevance to the fight against TIP in Ethiopia in general and to the implementation of this NPA in particular. Efforts should be made to create linkages and synergies with ongoing initiatives. Such linkages and synergies should usually be led by the relevant agency in the Anti-Trafficking Council and/or the Proclamation 632/2009 Committee.

1. **The Growth and Transformation Plan (GTP) (2015/16-2020/21)** – the government of Ethiopia is presently in the process of drafting and approving the next GTP for the next five years. This important document, providing a detailed plan towards economic growth and social development, is highly relevant to the success of the fight against TIP in Ethiopia. Improvement in the economy, creation of more jobs, improved access to quality education and training, promotion of the rule of law and human rights, enhanced social protection, empowerment of women and enhanced protection of children, are all highly relevant to the elimination of TIP. Being that TIP (and smuggling) is a clear impediment to economic growth and social protection, especially in view of its magnitude in Ethiopia, it is highly recommended that the fight against TIP and the implementation of this NPA are officially linked to the next GTP. In order to fit with the GTP schedule it is planned that this NPA be implemented simultaneously from September 2015 to September 2020.

2. **The National Human Rights Action Plan (2013-2015)** – includes specific reference to the TIP situation in Ethiopia, the existing challenges, and several recommendations for specific action against TIP in relation to both the prohibition on inhuman treatment and the right to work. As the document was drafted in 2013 it can be positively noted that some of the recommendations are already being implemented. This document remains relevant and its inputs taken under consideration in the drafting of this NPA.
3. **National Council Plan of Action on Irregular Migration (2014-2015)** – this plan of action drafted by the National Anti-Trafficking Council includes current activities of the Anti-Trafficking Task Force and its members. It has been one of the resources for the creation of this NPA, which aims to follow on and expand on its activities and structures.

4. **National Action Plan on The Elimination of the Worst Forms of Child Labour in Ethiopia (2010-2014/2013-2015)** – According to international law\(^{19}\), worst forms of child labour include trafficking, slavery, debt bondage and forced labour, as well as the use of children in armed conflicts, in the sex industry, in the conduct of criminal activities, and any other work that by its nature may harm the health, safety or morals of children. Almost every child who is held in conditions that amount to one of the worst forms of child labour is also a VOT. Furthermore, many of the children who work in conditions that do not amount to being “worst forms of child labour” are also VOTs or are highly vulnerable to TIP. Through its National Action Plan, the GOE has committed to act towards the elimination of child labour and its worst forms through a chain of preventive and protective activities including, among others, improving access to education and vocational training, enhancing livelihood options for poor families, rescue and rehabilitation of children in worst forms of child labour and more.

5. **The Criminal Justice Policy** – this new and comprehensive policy aims to strengthen the efforts and systems for the promotion of the rule of law and crime prevention, as well as promoting effective law enforcement response to crime. The provisions of the policy are relevant to this NPA on matters of crime prevention, police action and prosecution as well as victims and witnesses protection.

6. **The National Social Protection Policy** – provides a framework for coordinated actions to protect citizens from economic and social deprivation, enhance protection of the most marginalised and excluded segments of society, enhance livelihood and employment opportunities, as well as access to social and health services. As such synergies can be created between this NPA and the Social Protection Policy in regards to TIP prevention (employment, access to social services) as well as the protection on VOTs.

\(^{19}\) ILO Convention No.182, Article 3.
4. Guiding Principles

The following guiding principles are driven from TIP international standards and best practices and the particularities of the situation in Ethiopia. They provide a basis to support the proper, comprehensive implementation of this NPA and to ensure its long lasting effect.\(^{20}\)

The implementation of this NPA should be guided by the following principles:

4.1 Principle 1: Human Rights Approach

When people are trafficked some of their most basic human rights are violated by the traffickers. It is the State’s responsibility to provide them with protection from such violations. Personal freedom and autonomy are taken away from VOTs, their dignity and their right not to be subjected to inhuman treatment or slavery are violated as are many other human rights including at times, their right to life.

The Ethiopian Constitution recognizes the severity of trafficking and prohibits it alongside the prohibition of slavery and other fundamental human rights violations.

Taking a human rights approach to combating TIP means acknowledging the severe effects of TIP on the individual victim and putting the victim’s rights and needs in the centre of the response strategy. A strategy that will include the victims or those individuals most at risk of being trafficking in the fight against TIP will allow their voices and concerns to be heard and addressed. Human rights based approach respects the rights of victims and people at risk and acts to empower them to take control over their lives and make their own informed decisions.

4.1.1 Gender Perspective

Women and men have the same right to protection and participation in the decision process regarding their well-being. Women should be given equal access to community activities and debates surrounding migration and trafficking. Responses to TIP should be designed to fit the particular vulnerabilities and needs of female or male victims. Basic examples include: female victims should be allowed to be interviewed by female police officers; research and other reports should present gender segregated data and victims should be provided gender sensitive services.

4.1.2 Children Rights Approach

Children are highly vulnerable to TIP in Ethiopia. Many VOTs are under the age of 18 at the time that they are trafficked. A strategy to combat TIP in Ethiopia must including particular

\(^{20}\)The guiding principles are adapted from different sources including international instruments mentioned under the chapter on international law and the fundamental document by the UN Office of the High Commissioner for Human Rights: Recommended Principles and Guidelines on Human Rights and Human Trafficking, 2002, as well as national plans of action against TIP including those of Bangladesh, Kosovo, Macedonia, Norway, Swaziland, India (draft), Seychelles (draft).
elements aimed at empowering girls and boys and reducing their vulnerability to TIP, as well as providing under aged victims with protection and reintegration support that takes into consideration their particular needs as children and youth.

Children rights as detailed in the Convention on the Rights of the Child are equally applicable to all children - Ethiopians or non-Ethiopians (refugees, asylum seekers or migrants). Non-resident children must receive equal support and protection as resident children.

The internationally accepted principle of “best interest of the child” must lead any decision and action related to children, VOTs or otherwise. In this regard actions related to children should be carried out by or in consultation with specialized departments or officers trained to work with or for children.

Children, just like adults, have a right to receive information and express their views about their situation and options. Children who are of an age and mind-set that enable them to participate in the discussion and decision making process on matters affecting them should be allowed to take part in such decision making processes.

4.2 Principle 2: A Holistic Response
In the context of an Anti-Trafficking NPA this will entail:

- Addressing all aspects of the trafficking problem of both internal and international trafficking, trafficking of men, women and children and trafficking for all purposes and all motivations.
- Addressing the whole cycle of trafficking, from root causes and vulnerabilities, to methods, routes and destinations, types of exploitation, identification, return and reintegration.
- Addressing elements of the smuggling phenomenon which promote TIP or are relevant to the increase in vulnerability to TIP.
- Providing a full response to TIP through a multidisciplinary approach that includes the internationally accepted 4 Ps: Prevention, Prosecution, Protection and Partnership.
- A cooperative and well-coordinated multi sectorial response of all relevant stakeholders on national, regional and local levels as well as bilateral and international cooperation.

4.3 Principle 3: Government Ownership
The Government of Ethiopia holds the authority and constitutional responsibility to protect its citizens from TIP. The Government owns and leads the response to TIP, through programming, budget allocations, and coordinated governmental efforts by its different ministries and regional administrations. The Government partners and cooperates with non-governmental and international organizations as well as foreign governments.
4.4 Principle 4: Community Participation
Of special importance is the close cooperation between the Government, through its local administration, and the community. The community, through its formal, non-formal and traditional leadership as well as civil society and the private sector, should take an active leading role in preventing trafficking at the Kebele level, and supporting the reintegration of returning victims and migrants.

4.5 Principle 5: High Quality Delivery and Sustainability
TIP is a complicated and multifaceted phenomenon which required a response that is multi sectorial and includes horizontal and vertical cooperation. Well trained officials and activists are the key to the success of an Anti-Trafficking NPA; hence proper investment should be made into training and capacity building. Building the capacity of involved officials and activists (including those who support the communities in other areas\(^{21}\)) will support the sustainability of the action taken.

Referral and coordination mechanisms should be established, and where existent, strengthened, to maximize efficiency and effectiveness through improved collaboration.

Striving for a substantial decrease in TIP in Ethiopia requires long term national commitment, led by the GOE, and materialized through the dedication of proper and sufficient human capacities and adequate budgets, as well as short, medium and long term planning. This NPA is designed to cover five years in line with the GTP. It will require periodic review and possibly adaptation, for example in cases where new trends emerge.

\(^{21}\) Such as health, soil conservation, education etc.
5. Implementation Mechanism

5.1 Implementation Structure and Management Arrangements

The Employment Exchange Services Proclamation 632/2009 (presently being updated) oversees issues of legal labour migration and in particular the work of Private Employment Agencies (PEA) and the provision of public employment services to Ethiopian labour migrants. As such, it is highly relevant for the prevention of TIP as it sets clear standards for legal labour migration and protections for workers. The 632/2009 Proclamation establishes (in Article 39) a National Committee, led by the MOLSA, to ensure its implementation as well as to support reintegration services for returning citizens, conduct studies and promote bilateral agreements with labour receiving countries, ensure legal action against those harming Ethiopian migrants, bring to justice people engaged in unlawful employment exchanges, raise public awareness to illegal employment abroad and facilitate the exchange of overseas employment information with concerned organs, and the strengthening of the information database. Members of the Committee, as stipulated in the present text of the Proclamation, include the MOLSA as chair, MOJ, MOFA, MOWYCA, MOE, MOH, Federal Police Commission, Immigration and Nationality Affairs and the Confederation of Ethiopian Trade Unions (CETU). The Proclamation 632/2009 Committee has been coordinating anti-trafficking activities in Ethiopia with a focus on international trafficking. It has established and works with a Technical Working Group, comprised of some of its members as well as expert international agencies including the IOM, ILO, UNODC and UNICEF.

Later on, in view of the magnitude of the problem of irregular migration and international trafficking, the GOE established an Anti-Trafficking Council in order to strengthen the fight against TIP and smuggling. The Council is chaired by the Deputy Prime Minister and includes The House of People’s Representatives, the House of the Federation, MOFA, MOLSA, MOJ, Ministry of Federal Affairs, MOE, MOH, Ministry of Culture and Tourism, MOWYCA, Ministry of Urban Development and ConstructionGoverment Communication Affairs Office, Ministry of Communication, National Information Network Security Agency, Federal Police, All Regional State Presidents, All Regional State Offices of the Speaker, Religious Institutions, youth, women, workers and employers associations and trade sector councils. Under this high level Council, which meets once a year, operates a National Anti-Trafficking Task Force, also chaired by the PMO, with members of all the same government organs and associations. Its role is coordination of the measures decided on by the Council. Under the National Task Force there are regional, zonal and woreda task forces, with similar composition of members who also support action at the Kebele level. This structure allows the Council to direct action to the grass roots level, presently through an Annual Plan of Action (2014-2015) under the vision of “Creating Kebeles free of trafficking”. The Task Force has focused its attention to international trafficking and smuggling of migrants.
Both the Council and the Committee contribute to the fight against TIP and smuggling and have important roles.

The MOLSA is the expert agency on all issues related to legal labour migration and, together with MOFA, international relations and bilateral agreements, an important element in any holistic plan to combat TIP in Ethiopia. Beside its responsibilities under Proclamation 632/2009, MOLSA is also the expert on issues of social reintegration of returnees, including livelihood options in Ethiopia and the ministry in charge of social services. The creation of jobs and other livelihood options is an important prevention measure against TIP, here too MOLSA is of course the responsible ministry.

Similar to experience in other countries, the establishment of a senior council, chaired by the Deputy Prime Minister to lead the government fight against TIP and smuggling affirmed the government’s commitment and added a sense of urgency and primacy. It expresses the seriousness in which the GOE sees this pandemic problem. The Council’s created mechanism of national, regional and local task forces allows for coordinated efforts at the community level where the heart of the prevention work lays.

There are several links between the Council and the Committee. MOLSA, who is the head of the Proclamation 632/2009 Committee, is a member of the Anti-Trafficking Council on the ministerial level and the Anti-Trafficking Task Force on the technical level. Many of the ministries (but not all) are members of both bodies too.

Despite linkages between the Council and the Committee and the importance of the roles of each of these two entities, at present there seems to be some confusion as to the division of duties between the Proclamation 632/2009 Committee led by MOLSA, and the Anti-Trafficking Council and its Anti-Trafficking Task Force led by the PMO.

The Employment Exchange Services Proclamation 632/2009 that establishes the Committee chaired by MOLSA is not an Anti-Trafficking Proclamation per se, and its mandate as presently defined in the proclamation does not address all aspects of response to TIP. On the other hand it appears that a main focus of the Council is irregular migration and irregular migration related TIP (i.e. trafficking through irregular migration).

In order to ensure that all areas of work are covered but there are no duplications, there is a need for a clear defined means of cooperation between and the two entities, channels of communications and reporting. As well as division of responsibilities between the Committee and the Council, as well as
5.1.1 International Examples
Due to the complexity of the problem and the importance of addressing it, just as in Ethiopia, many other countries also ensure that the supreme governmental authority overseeing anti-trafficking work is an inter-ministerial committee/council at ministers or permanent secretaries' level\(^{22}\). In addition, at the technical level, international experience shows that the use of one specialized and exclusively dedicated coordination entity (a coordinator, a committee, a unit, a secretariat) to coordinate all anti-trafficking action carried out by the different ministries and other stakeholders is a best practice, as long as the coordination unit receives sufficiently qualified human resources and funding\(^{23}\). Such a coordination entity usually reports to the inter-ministerial council/committee in the same country\(^{24}\).

In few places, such as Nigeria, new specialised and independent government agencies were established\(^{25}\). This can be highly effective, especially in the areas of investigations and victim identification. But on broader issues such as creating more livelihood opportunities, even a specialised agency will have to turn to other government ministries. An independent agency demands a high and long term resources commitment. In most countries a coordination unit is formed within an existing ministry that is identified by the state as the focal ministry, for example - in Kosovo the Ministry of Internal Affairs, and in Israel the Ministry of Justice. Importantly, in both cases (independent agency or internal unit within an existing ministry) the coordination or implementation body is dedicated solely to the fight against TIP and does not have any other responsibilities, and all TIP related coordination responsibilities are vested in it\(^{26}\). The scope of its direct implementation responsibility differ from country to country, and its size depends on the scope of its responsibilities. Experience shows that a small but dedicated coordination office can be highly effective if it receives the appropriate support and if the involved ministries all implement their respective duties under the joint and coordinated plan.

5.1.2 Revising the Structure
The international consultant was asked to propose possible amendments to the existing structure building on international practices. After a lengthy examination of different

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\(^{22}\) Some examples include Spain, Bangladesh, Norway, Seychelles, Macedonia, Israel and Kosovo.

\(^{23}\) Some examples include Switzerland, India, and Uganda.

\(^{24}\) Some examples include Kosovo, Israel, Macedonia.

\(^{25}\) In Nigeria, the National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP) was established under a national act as a predominantly an investigation agency that independently deals with all prosecution and most victim assistance issues as well as prevention. Its annual budget is over 11 million USD (government funded) and it has offices in some 7 or more locations and dozens of staff members. It is known as a highly committed institution often commended for its efforts and successes, alas facing its own challenges. [www.naptip.gov.ng](http://www.naptip.gov.ng)

\(^{26}\) Where staff of the unit is carrying on other responsibilities as well this has been identified as a major disadvantage.
options and taking into account the advantages of building on existing capacities rather than "starting from scratch", the following is proposed:

**Preliminary review of effectiveness of the current structure** - As a first step, it is suggested that a quick assessment of the existing structure is made to identify exact strengths and weaknesses and decide what could be maintained and what needs to be adjusted. The review of the current structure should also include the national, regional and local task forces, as well as the communication channels between the national and the regional/local levels.

### 5.1.4 Proposed Possible Structure

Notwithstanding the future outcomes of the above suggested assessment, and building on present efforts, the following amendments to the structure are proposed:

**An overall leadership and supervision of an Inter-Ministerial Council** – in order to maintain the level of commitment given to the issue, it is recommended that the Council continues to oversee the development, update and implementation of the national strategies to combat trafficking and smuggling. The Council may continue to meet annually to review past actions, to guide future work and to ensure this national concern is receiving all the attention it requires to be solved. The suggested assessment may result in suggestions for changes or additions to its list of members.

**An Anti-Trafficking Coordination Unit (ATCU)** – this will be a new unit, dedicated only to the coordination of anti-trafficking work, including the NPA, providing logistic and secretariat support, facilitating inter agency collaboration and ensuring necessary reporting. The unit may include (at a minimum) a coordinator, a deputy coordinator, an information management specialist and an assistant/secretary. Its staff should be experienced and the coordinator position should be of appropriate government mid management level to allow for effective cross agency collaboration. The ATCU supports the Council, National Working Group/Task Force and thematic working groups in all coordination, collaboration and reporting issues. The ATCU will work closely with different ministries, regional administrations, international organizations and civil society.

**National Anti-Trafficking Working Group (NATWG)** – the NATWG is the technical forum overseeing the translating of policy and strategy into action. It will meet periodically with the participation of technical level representatives of all relevant ministries, international organizations and civil society, as well as representation of each State Administration. This could be a merger of the National Task Force and the Proclamation 632/2009 Committee. Its workload will be eased by the division of the tasks among thematic working groups.
comprised of the relevant expert NATWG members, and by the shift of the day to day coordination and secretariat work to the ATCU.

**Thematic working groups** - in order to allow expert discussions in a smaller and more effective environment, and to allow personal contacts and close collaboration among stakeholders who contribute to the same action areas, it is suggested to establish thematic working groups under the National Working Group/Task Force. The ATCU will provide secretariat support to the working groups, who will be reporting to the National Working Group and the Council.

**Prevention Working Group (PRWG)** – leading the largest intervention pillar, the PRWG will oversee all prevention work. This will range from awareness raising and attitude change, to the creation of livelihood alternatives in Ethiopia and the enhancement of legal and safe labour migration through bilateral agreement and the implementation of Proclamation 632/2009. As such MOLSA is a key member of the PRWG and should be the Chair. Synergies with the duties of the Proclamation 632/2009 Committee should be sought. Relevant ministries, civil society, religious and other associations, AOPEA, CETU and international organizations should all take part.

**Victim Assistance Working Group (VAWG)** - This VAWG is a technical body that will create the specific tools for victim referral and assistance, such as Standard Operational Procedures, and Memorandums of Understanding, as well as bring together all victim assistance and law enforcement stakeholders, to allow for a close and smooth collaboration in attending to every individual victim. Furthermore, this will be the specialised coordination forum for the implementation of the NPA protection section under the supervision and leadership of the Council. This is an essential step in delivering appropriate protection and assistance to VOTs and witnesses. The VAWG can build on the already existing Network of Victim Assistance Service Providers (NOVASP) and its coordination efforts.

A working group on victim assistance is vital where ever victim assistance work is conducted. The VAWG should be established as soon as possible, regardless of other decisions made on the rest of the structure. The coordination of victim assistance work is not only a matter of good management and effectiveness but even more importantly, is directly linked to the wellbeing and safety of the victims and the care takers.

**Legislation and Prosecution Working Group (LPWG)** – the LPWG will bring together Police, Border Control, Immigration, the Ministry of Justice, Prosecution Authorities and related agencies such as UNODC and IOM to lead and coordinate the implementation of the related legislation and prosecution pillar of the NPA. The LPWG will also serve as a forum to discuss arising matters related law enforcement, prosecution, border control, and criminal justice procedures. As a legislative review is on its way, it may be possible that the working group will be the continuation of the review committee.

**Research, Monitoring and Evaluation (RMEWG)** – The RMEWG will support the development of the MES and will guide its implementation (see Monitoring and Evaluation section). Additionally, it will identify research areas, initiate and accompany research
projects, and will support the development of a system to capture, maintain and share information, together with the ATCU’s information management specialist. (Please see also Information Management and Research and Monitoring and Evaluation chapter, hereafter).

State, Regional and local Task Forces – it is crucial to maintain an implementation mechanism in the different states, regions and localities—the present task forces structure could be kept as an effective means to deploy the different entities at state, regional and local levels, where much of the work is carried out.

It is further recommended that the issue of the implementation structure is included during the upcoming legislative review and possible legislative drafting, and that any chosen structure is eventually endorsed through legislation.

5.2 Information Management and Research

There is a wealth of research on some issues and sporadic information on other aspects of TIP and smuggling in Ethiopia. However, in order for this information to be best utilised as the basis for programmatic response and action, and in order to prevent unnecessary duplication of research efforts on similar topics it is important to create a centre for documentation, collecting, archiving and sharing all credible available information in the form of research documents, surveys, articles, strategic plans and programs, comparative legislation and other resources.

In addition it is important to continuously identify new TIP trends and changes to existing trends. Community activists, possibly including para social workers, and others who are involved in delivering anti-trafficking activities, may be trained to collect, record and report the required information (also for M&E purposes), as well as to identify changes which may directly or indirectly affect the community capacity to prevent TIP and/or the implementation of the NPA activities.

The collected information should be kept and analysed on a national level and fed into the decision making process for updating goals and activities.

5.3 Monitoring and Evaluation

A Monitoring and Evaluation System (MES) including information collection tools, reporting methods and formats, will be set up to follow and record the implementation of the planned activities, as well as to measure their effectiveness and the level in which objectives are met. The MES will further allow assessing annually the need for revisions of some objectives or activities and the possible need for new objectives or activities. The collection of information for the monitoring process shall be carried out by the relevant institutions in charge of each respective activity, with participation of relevant stakeholders and transferred to the ATCU quarterly. The ATCU, with the advice of the RMEWG, will compose annual monitoring and evaluation reports for submission to the Council, as well as a mid-term monitoring report (past year 3) and a final report (at the end of year 5). The mid-term review and the final review will be conducted by an external evaluator.
Annual numeric monitoring targets (i.e. the number of expected police training sessions in a certain year, number of policeman trained, number of kebeles free of trafficking, etc.) will be set in the last quarter of the previous year. Annual reports will focus on institutional capacities, actions taken and performance indicators, challenges encountered and technical modifications proposed.

While the GOE will lead and direct the monitoring and evaluation process with each agency in charge of monitoring and reporting on its own activities, information will be collected from civil society, UN agencies and international organizations.

International agencies may be members of the RMEWG and/or be called on to provide technical support, based on their international experience in conducting such exercises.

5.4 Financing the NPA
The GOE has acknowledged trafficking in persons as a severe problem that requires adequate response and has taken action to combat it. This NPA reflects the holistic and strategic response of the GOE to TIP for the period of the next five years. Budgetary provisions should be made by the GOE, as a reflection of its ownership and responsibility. Adequate State funding is key to ensure the long term commitment and the sustainability of this response.

The different elements of this NPA should be incorporated into each relevant ministry’s annual planning and budget allocations. Additionally a separated budget is needed to be allocated, probably by the lead ministry, for the support of the ATCU and the overall coordination of the NPA.

Introducing the different elements of this NPA into the next GTP will further promote commitment for budgetary allocations within the GTP recognized priorities and actions. At the same time, the incorporation of the NPA into the next United Nations Development Assistance Framework (UNDAF) will reflect the responding commitment of the UN agencies to support the GOE in its strive to implement the NPA through technical and financial support. Furthermore, donor governments will be encouraged to support anti-trafficking measures which are part of an official governmental strategic plan rather than sporadic efforts, as well as to support the GOE where government commitment has been made.
6. Strategic Framework

This strategic framework is aligned with the approach set up in the Palermo Protocol, wherein action against TIP is based on four pillars: Prevention of TIP; Prosecution of traffickers and their accomplices; Protection of VOTs and those most vulnerable to TIP and; local, national and international Partnership to combat TIP (the 4 Ps). Knowledge led action, a strong organized implementation structure, proper budgeting, and an effective monitoring and evaluation system are important tools to ensure the strategy and its activities are effective.

6.1 Vision
The manifestation of trafficking in persons in Ethiopia is significantly reduced.

6.2 Mission
The mission of this NPA is to chart the way towards a holistic, long term and effective response to TIP that will provide an appropriate treatment to current and future trafficking situations and that will bring to the eventual significant decrease in the appearance of new trafficking cases and trends.

6.2.1 Pillar 1: Prevention

Goal 1– To increase the capacity of Ethiopian society in general and the most affected communities in particular, to prevent and resist TIP.

Outcome 1: As a result of different preventive efforts there is a decrease in appearance of new TIP cases.

Output 1.1 – A current, holistic and detailed overview of TIP in Ethiopia, including internal trafficking, international trafficking through regular and through irregular migration is established and maintained.

Output 1.2 – The Ethiopian public, including vulnerable groups, are better aware and empowered to avoid TIP and smuggling.

Output 1.3 – Livelihood and safe migration options are developed and available to vulnerable populations including women, men and returnees in the most affected areas.

Output 1.4 – Children, youth and parents are aware of the high and frequent risks of TIP and smuggling, are empowered to resist peer and family pressures to migrate, are aware of local solutions and opportunities, and are encouraged to stay in school.

Output 1.5 – women are aware of the particular risks of TIP and smuggling, including domestic work abroad and are empowered to seek alternatives to risky migration.

Output 1.6 - Increased organizational and human capacity in the prevention of TIP.
6.2.2 Pillar 2: Protection

Goals 2 - To Identify, protect and assist VOTs of trafficking and enhance their ability to reintegrate back to society.

Outcome 2: An increase in the ratio of VOTs identified, assisted and fully reintegrated.

Output 2.1 – Capacities and motivations of law enforcement agents, immigration officers, border control, social workers, Ethiopian Embassy personnel and other relevant partners to identify VOTs in Ethiopia and abroad are increased.

Output 2.2 – Effective referral mechanisms in place and allow for a quick, discrete and safe referral of VOTs for assistance, as well as for smooth cooperation between service providers and law enforcement agencies.

Output 2.3 – Identified VOTs are provided with a comprehensive protection and assistance package including shelter, personal security, legal aid, physical and mental health care, education and reintegration support and assistance in finding local jobs.

Output 2.4 – VOTs participate in their rehabilitation process, are empowered to make their own decision and to move to independence, with particular attention to female survivors.

Output 2.5 – Child victims receive specialized attention in line with their needs and rights.

6.2.3 Pillar 3: Prosecution

Goal 3 – To intensify the prosecution of traffickers.

Outcome 3: An increase in the ratio of investigations and of traffickers convicted and punished.

Output 3.1 – Legislation exists and implemented to address all manifestations of TIP.

Output 3.2 – Federal, regional and local law enforcement agencies, border control, prosecutors and judiciary are aware of TIP and related offences, are able to identify cases of TIP or attempts to traffic persons and are able to effectively investigate, stop cases of attempt TIP or smuggling, and to take appropriate action.

Output 3.3 – Prosecutors and Judiciary are aware of TIP and related offences, and prosecute and to rule in cases of TIP or attempted TIP.

Output 3.4 – Effective national and international collaboration between law enforcement agencies, border control and immigration officers, including intelligence sharing and cooperation in specific investigations and extradition.
6.2.4 Pillar 4: Partnership

Goal 4 – Strengthen co-operation with partners in Ethiopia and abroad.

Outcome 4: Information on TIP is shared systematically between partners, regions and countries and there is a collaborative response at local, national and international levels to issues of common concern on TIP and smuggling.

Output 4.1 Strengthened and institutionalized inter-ministerial and inter-governmental collaboration and coordination.

Output 4.2 – Partnerships strengthened between government structures, communities, religious organizations, civil society organizations, private sector, international organizations and Ethiopian community associations in main destination countries.

Output 4.3 – Strengthened international cooperation on combating TIP with labour receiving countries, transit countries and international communities.

→ See Matrix for full action plan.
6.3 Matrix

Pillar 1: Prevention

<table>
<thead>
<tr>
<th>Goal 1 – To increase the capacity of Ethiopian society in general, and the most affected communities in particular, to prevent and resist TIP</th>
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<tbody>
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<td>Outcome 1: As a result of preventive work there is a decrease in appearance of new TIP cases.</td>
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<tr>
<th>Outputs</th>
<th>Main Activities</th>
<th>Implementers and partners (lead agency in Bold)</th>
<th>timeframe</th>
<th>Performance &amp; Result indicators (P.I/R.I)</th>
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</table>
| 1.1 – A current, holistic and detailed overview of TIP in Ethiopia, including internal trafficking, international trafficking through regular and through irregular migration is established and maintained | 1.1.1 Baseline survey – including international and internal trafficking in Ethiopia.  
1.1.2 Coordinate the efforts to collect information and conduct research on TIP and smuggling in Ethiopia.  
1.1.3 Establish and maintain a TIP and smuggling database and a resource centre. | Council, NATWG, REMWG, ACTU IOs, NGOs | 2015 | P.I/R.I Baseline survey published  
P.I – No. of reports.  
P.I – Database exists and information encoded.  
R.I – Response programs developed include situation analysis based on information collected. |
| 1.2 – the Ethiopian public, including vulnerable groups, are better aware and empowered to avoid TIP and smuggling | 1.2.1 Annual identification of the most vulnerable communities as targets for community outreach programmes.  
1.2.2 Training and empowerment activities in the communities, including community conversation/dialogues, drama/theatre shows.  
1.2.3 Conduct market research, design, test and carry out broadcast and print media | NATWG, PRWG, Ministry of CommunicationRegional, Zonal and Woreda Task Forces, local and traditional leaders, religious leaders, CBOs, IOM, the media | 2015 – 20  
(No. locations per year) | P.I - Number of (No.) community facilitators trained per year.  
- No. of community members reached.  
R.I – Survey community members views before and after No. months of activities |
1.3 – livelihood and safe migration options are developed and available to vulnerable populations including women, men and returnees in the most affected areas.

| Activities promoting: resistance to trafficking and smuggling; migrants rights; proposing alternatives to irregular migration; promoting local viable livelihood options; encourage a sense of responsibility and respect for life among the community members, parents and potential migrants; encouraging the public to report on trafficking or potential trafficking; deterring the public from using the services of VOTs. |
| 1.3.1 Reinforce job creation and livelihood support systems in areas identified as highly prone to TIP and smuggling. |
| 1.3.2 Amend and enforce Proclamation 632/2009. |
| 1.3.3 Enable Ethiopians to travel abroad using the channels set forth in the proclamation and to benefit from protection measures as set up in the amended proclamation. |
| 1.3.4 Provide all migrant workers with a pre-departure training to reduce vulnerability abroad. |
| 1.3.5 Signing bilateral labour agreements with traditional destinations and identifying new labour destinations. |
| 1.3.6 Conduct market assessment to explore new destinations and demand for labour. |

1.3.1 MOLSA, Ministry of Agriculture, MOWYCA, ILO, Federal and regional MSE Development agencies, private sector, CETU

| 1.3.12015- |
| 1.3.2-2015 |
| 1.3.3-1.3.6 |
| 2015-20 |

- Ground assessments.
- Increase in suspected TIP cases reported by community members.
- No. of media segments published/broadcasted
- Use of focus groups; random sampling among listeners/readers.

1.3.1 - P.I – No. of individuals reached. R.I – % improvement in income generated per family in targeted communities. R.I – baseline and final assessment of No. of departures/suspected TIP in targeted communities 1.3.2- P.I/R.I - proclamation and its protective measures are implemented. 1.3.3- P.I/ R.I- periodic monitoring reports on work of licenced recruitment agencies indicate reduction in number of incidents of abuse.
| 1.4 – Children, youth and parents are aware of the high and frequent risks of TIP and smuggling, are empowered to resist peer and family pressures to migrate, are aware of local solutions and opportunities, and are encouraged to stay in school. | 1.4.1 Carry out anti-trafficking and anti-smuggling peer education activities, engaging students and different children and youth clubs in schools and community gatherings.  
1.4.2 Educate parents about the risks involved in sending their children away, engaging religious and community leaders  
1.4.3 Create and promote alternative livelihood activities for parents (possible link to activity 1.3.1).  
1.4.4 Support programs to provide living alternatives and education to street children and working children. | **MOWYA, MOE MOLSA, PRWG, Regional, Zonal and Woreda Task Forces**  
children and youth clubs, religious and community associations, UNICEF, ILO, IOM, NGOs | 1.4.1-1.4.2  
2016-2020 | 1.4.1-1.4.2 P.I – Peer education manual revised.  
No. of educators trained;  
No. of peer training sessions and community gatherings;  
No. of parents reached.  
R.I Pre and post survey among students taught; % of children who left home community (v. baseline).  
1.4.3 – see 1.3.1  
1.4.3 No. of street or working children reached and back to school. |
| 1.5 – women are aware of the particular risks of TIP and smuggling, including domestic work abroad and are empowered to seek | 1.5.1 Develop and carry out anti-trafficking and anti-smuggling peer education activities, engaging women clubs and women groups.  
1.5.2 Create and promote alternative livelihood activities for women (possible link | **MOWYCA, MOLSA, PRWG, Regional, Zonal and Woreda Task Forces, women organizations** | 2016-2020 | 1.4.1-2 P.I – Peer education manual developed. No. of educators trained; No. of peer training sessions and community gatherings; No. |
alternatives to risky migration.
to activity 1.3.1).

and groups, religious and community associations, UNWOMEN, UNICEF, ILO, IOM, NGOs

of women reached.
R.I Pre and post survey among women trained;
1.5.2 — see 1.3.1

1.6 - Increased organizational and human capacity in the prevention of TIP

1.5.1 Hold joint training for all relevant stakeholders at national, regional and local level.
1.5.2 Identify and train particular target groups that can support the preventive efforts, such as health facilitators, bus drivers, local development workers, agricultural extension workers and others

PRWG, ATCU, Regional, Zonal and Woreda Task Forces, IOM, NGOs, CBOs, Religious Organizations

2016-20

P.I – No. of training workshops on national, on regional and on local level each year; No. of participants per workshop. R.I Monitoring reports of preventive work in these locations

Pillar 2: Protection

Goals 2 - To identify, protect and assist VOTs and enhance their ability to reintegrate back to society.
Outcome 2: Increase in the ratio of VOTs identified, assisted and fully reintegrated.

<table>
<thead>
<tr>
<th>Outputs</th>
<th>Main Activities</th>
<th>Implementers and partners (lead agency in Bold)</th>
<th>timeframe</th>
<th>Performance &amp; Result indicators (P.I/R.I)</th>
</tr>
</thead>
</table>
| 2.1 – Capacities and motivations of law enforcement agents, immigration officers, border control, social workers, Ethiopian Embassy personnel and other relevant partners | 2.1.1 training and capacity building workshops on identification targeting federal, regional, border and community police; Immigration; Border control; Ethiopian Embassies personnel; Teachers; religious leaders; community leaders and kebele administrators; local health promoters, social workers and other social services workers, CBs (open list). | VAWG, NATWG, ATCU, Regional, Zonal and Woreda Task Forces, MOLSA Police (including community) | 2016-20 | 2.1.1 P.I – No. of workshops held, No. of individuals trained from each discipline. 2.1.2 R.I – No. of cases or possible cases identified and reported on in locations where the trained personnel is based by the trained
| 2.2 – Effective referral mechanisms in place and allow for a quick, discrete and safe referral of VOTs for assistance, as well as for smooth cooperation between service providers and law enforcement agencies. | 2.2.1 Building on the already existing Network of Victim Assistance Service Providers (NOVASP) create a Victim Assistance Working Group (VAWG) which includes all relevant service providers (State and NGOs), law enforcement agencies and MOJ (prosecution). 2.2.2 Through a participatory process the VAWG will draft a standard operational procedure (SOP) for the referral and treatments of VOT (internal and international) including all aspects of inter-agency collaboration throughout the protection process. 2.2.3 Service providers and law enforcement officials on national, regional and local level receive training on the use of the SOP and receive relevant communication information. SOP to be printed and distributed. | VAWG: Police MOLSA, MOFA, MOWCAYA, MOH, MOJ, Immigration Authority, IOM, UNICEF, UN Women all NOVASP members | 2.2.1 2015 | 2.2.2 2015 | 2.2.3 2016 -20 |
| 2.3 – Identified VOTs are | 2.3.1 Enhance the facilities and capacities of VAWG and its personnel. 2.1.2 P.I No. of workshops held, No. of clubs/associations reached, No. of trainees. 2.1.2 R.I No. of cases identified and reported by trained clubs/associations. | | | | |
| Provided with comprehensive protection and assistance packages personally suitable to their individual needs, with special attention to VOTs from particular vulnerable groups (women, refugees, the mentally ill etc.) | Existing shelters and their staff; ensure shelters are available for women, men, boys and girls VOTs.  
2.3.2 Provide each VOT comprehensive quality support adjusted to his/her needs, including shelter, basic needs (clothing etc.), personal security, legal aid, medical care, counselling, education and/or vocational training, family tracing and reunification – when possible and safe, and reintegration.  
2.3.3 Conduct follows up and monitoring visits.  
2.3.4 Provide care givers periodic training focusing on different aspects of their work with VOTs to build and maintain their capacity (including parental, entrepreneurial and life skills). | Individual members | 2.3.2 2015-20  
2.3.3 2015-20  
2.3.4 2016,2018,2020 | Reports on action taken to improve shelter facilities and capacities; No. of beds v. No. of VOTs identified.  
2.3.2 P.I/R.I Random case monitoring at the different facilities/entities.  
2.3.3 P.I/R.I Monitoring reports.  
2.3.4 P.I – No. of training, No. of participants.  
R.I Monitoring of their work. |
| 2.4 – Adult VOTs, and especially women, participate in their rehabilitation process, make their own decisions, and to move to independence, with particular attention to female survivors. | 2.4.1 Assign a trained case worker to each VOT. The case worker is responsible to ensure the VOT receives all the assistance they need and to coordinate activities related with the VOT with other partners in line with the SOP (2.1).  
2.4.2 Case worker and all others ensure to keep the VOT informed and included in the decision making regarding their legal case, assistance and reintegration.  
2.4.3 VOTs receive life skills training suited to their age. | VAWG and its individual members | 2015-20 | P.I - Case files for each VOT including details of case worker and the assistance provided.  
R.I - Case monitoring during and after assistance period  
R.I - Monitoring interviews with VOTs during and after they were assisted. |
| 2.5 – Child victims receive specialized support in line | 2.5.1 Train specialized case workers and police on children rights, best interest of the child | VAWG and its MOWCYA, Police | 2015-20 | 2.5.1 P.I - No. of caseworkers and police officers trained. |
with their needs and rights.

determinations, involvement of children in the decision making process.
2.5.2 Enhance the availability of reintegration solutions for children, such as reunification with extended family, foster care or in the case of children 15 years of age and above, provide semi-independent living solutions when family reunification (first option) is not possible or not safe.
2.5.3 Strengthen existing family tracing, reintegration and monitoring of reunification of unaccompanied children, work together with the family and community to eliminate risks of re-trafficking.

UNICEF, IOM, UNHCR, Children's NGOs, religious organizations, schools and school clubs (CRC clubs), youth associations.

R.I - Child victims' cases monitoring.
2.5.2 P.I/R.I - Child victims' cases monitoring.

2.5.3 P.I/R.I - Reports on family reunification process in each case; monitoring visits no. of children reunified with their families.

**Pillar 3: Prosecution**

**Goal 3 – To intensify the prosecution of traffickers.**

**Outcome 3: increase in the ratio of investigations and of traffickers convicted and punished.**

<table>
<thead>
<tr>
<th>Output</th>
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</tr>
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<tbody>
<tr>
<td>3.1 – Legislation exists and implemented to address all manifestations of TIP.</td>
<td>3.1.1 Legislation review process undertaken following the provisions of the Palermo Protocol resulting in the drafting of new legislation or amending existing legislation to ensure full coverage of all manifestations of TIP in Ethiopia. 3.1.2 As needed Legislation approval process follows.</td>
<td>MOJ UNODC Drafting Committee, LPWG, IOM</td>
<td>2015-18</td>
<td>3.1.1 P.I/R.I - Review committee report 3.1.2 P.I/R.I - new/amended legislation</td>
</tr>
</tbody>
</table>
### 3.2 – Federal, regional and local law enforcement agencies are aware of TIP and related offences, are able to identify cases of TIP or attempted TIP, are able to effectively investigate and take appropriate police and action.

| 3.2.1 Survey the level of knowledge and identify challenges faced by law enforcement in the process of identifying and bringing traffickers and smugglers to justice. |
| 3.2.2 Design and roll out a training and capacity building action for these entities at the different levels and units, including a training plan for national regional and local levels and update of training manuals as needed. |
| 3.2.3 Publish and disseminate TIP and smuggling informative materials for police, prosecution and judiciary. Materials to be updated once the trafficking legislation amended. |
| 3.2.4 Address other challenges (possibly equipment, coordination etc.) identified as faced by police at national, regional and community levels. |
| 3.2.5 Include the crimes of TIP and migrant smuggling in the police academy curriculum for new recruits. |
| 3.2.6 Following a capacity assessment, enhance border management capacities through training and upgrade of equipment as needed. |
| 3.3 – Prosecutors and Judiciary are aware of TIP and related offences and to prosecute and to rule in cases of TIP or attempted TIP. | 3.3.1 Training for prosecutors and judges. | 3.3.1 **MOJ, LPWG, ATCU, UNODC, IOM**  
3.3.2 MOJ, Police, NATWG, Regional, Zonal and Woreda Task Forces, UNODC, IOM, VAWG | 3.3.1 2016-20  
3.3.2 2015-20 | 3.3.1 P.I – Training manuals, No. of workshops and trainees, list of locations. R.I – number of prosecutions and No. of convictions.  
3.3.2 P.I – No. of meetings per region, meetings minutes. R.I - Monitor follow up on meetings’ recommendations, on inter agency collaboration, quantity and quality of victims’ testimonies; 0 cases of VOTs attacked by traffickers or associates. |
| --- | --- | --- | --- | --- |
| 3.4 - Effective national and international collaboration between law enforcement agencies, border control and immigration officers, including intelligence sharing and cooperation in specific investigations and extradition. | 3.4.1 Host a regional law enforcement workshop (possibly in collaboration with IGAD secretariat) to discuss information sharing, collaborative investigations and a way forward.  
3.4.2 Create a regional or bilateral SOP/s for the sharing of information and cooperation.  
3.4.3 Use the SOPs, share information and carry out joint investigations when needed.  
3.4.4 Periodic meetings to strengthen the ties and discuss particular issues. | **Police, Council, MOFA, IGAD, LPWG, IOM, UNODC, Police, MOJ, neighbouring governments** | 3.4.1 2016  
3.4.2 2016  
3.4.3 2016-20  
3.4.4 2018, 2020 | 3.4.1 P.I – Workshop conducted. R.I – follow up monitoring.  
3.4.2 P.I/R.I - SOP/s drafted and is/are officiated.  
3.4.3 P.I/R.I - No. of joint investigations, monitor their quality and results; use of SOP.  
3.4.4 P.I – No. of meetings and their agendas and minutes. R.I – No. of joint |
## Pillar 4: Partnership

### Goal 4 – Strengthen co-operation with partners in Ethiopia and abroad

### Outcome 4: Information on TIP is shared systematically between partners, regions and countries and there is a collaborative response at local, national and international levels to issues of common concern on TIP and smuggling

<table>
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<tr>
<td>4.1 – Strengthened and institutionalized inter-ministerial and inter-governmental collaboration and coordination</td>
<td>4.1.1 Discuss and agree on forms of inter-agency collaborative, technical and logistic support and division of responsibilities within the existing structure, with possible additional support (such as a coordination unit) or the creation of a new structure for the collaborative effort to combat trafficking in Ethiopia. 4.1.2 SOP/MOU/Proclamation describing joint structure, division of responsibilities, areas and means of collaboration and mainstreaming reporting mechanisms is drafted, accepted and implemented.</td>
<td>PMO, MOLSA, Anti Trafficking Council and Task Force, Proclamation 632/2009 Committee and its Committee Technical Working Group</td>
<td>4.1.1 2015</td>
<td>4.1.2 P.I/R.I – SOP/MOU is drafted and being used; R.I monitoring of GOE anti-trafficking action.</td>
</tr>
<tr>
<td>4.2 – Partnership strengthened between government structures,</td>
<td>4.2.1 Conduct a mapping exercise of all partner organizations including NGOs, CBOs ROS, private sector and IOs involved in the fight against TIP</td>
<td>NATWG</td>
<td>4.2.1 2015</td>
<td>4.2.1 P.I/R.I – Inclusive and detailed mapping exercise report produced and</td>
</tr>
<tr>
<td>communities, religious organizations, civil society organizations, private sector, international organizations and Ethiopian community associations in main destination countries.</td>
<td>through victim assistance or prevention work and their roles and geographic cover. Mapping exercise report disseminated between stakeholders (government and non-government) to enable informed collaboration. 4.2.2 Develop a partnership MOU/guidelines and involve partner organizations in the work of the GOE coordination mechanisms, as members or advisers. 4.2.3 Conduct joint training workshops for officials and partners on different thematic aspects of TIP (for example: victim referral and assistance, cooperation and use of SOP, awareness raising). 4.3 – Strengthened international cooperation on TIP with labour receiving countries, transit countries and international communities. 4.3.1 Negotiate and reach bilateral agreements with counties receiving migrant labourers from Ethiopia; including identification of new job markets for Ethiopians outside of the Middle East. Followed by adequate implementation of such agreements. 4.3.2 Regional dialogue on labour migration and prevention of irregular migration (linked to the ongoing migration dialogue through IGAD and the discussions on the Free Movement of Persons Protocol) carried out through regional meetings.</td>
<td>disseminated. 4.2.2 P.I/R.I MOU/guidelines drafted and official; monitor - non-governmental partners’ participation in coordination efforts on national, regional and local level; monitor – collaboration in implementation of anti-trafficking activities. 4.2.3– No. of workshops, lists of participants; No. of joint activities. 4.3.1 P.I/R.I - No. of bilateral agreements signed. R.I – reports on the state of Ethiopian labourers in these destinations. 4.3.2 P.I – No. of meetings R.I – joint decisions taken in the meetings and follow up action taken; examples of joint action.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
and regional and bilateral follow up.

4.3.3 Train and place labour attaches in Ethiopian Embassies in the main labour receiving countries in order to respond to the needs of Ethiopian migrant workers in those destinations and to support the negotiation and eventually implementation of bilateral agreements as well as securing basic conditions for Ethiopian labourers and identifying new opportunities for them.

| 4.3.3 P.I – No. of training; No. of placements R.I Evaluation reports of Attachés work. |
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