

# CRRF Ethiopia

August 2018

Ethiopia made **nine pledges** to comprehensively respond to refugee needs and is formulating a **National Comprehensive Refugee Response Strategy (NCRRS)**

The Comprehensive Refugee Response Framework (CRRF) **was launched in Ethiopia in November 2017.**

The Operating Plan for the refugee response in Ethiopia in 2018 is USD 327.8 million. This plan is currently funded at **21%**.

## Applying the Comprehensive Refugee Response Framework (CRRF)

### 1. Context

Ethiopia is host to the second largest refugee population in Africa. This includes over 905,000 refugees, with the majority originating from South Sudan, Somalia, Eritrea and Sudan.

The majority of refugees in Ethiopia are located in Tigray Regional State and the four Emerging Regions of Ethiopia, which are: (i) the Afar Regional State; (ii) the Benishangul-Gumuz Regional State; (iii) the Gambella Regional State; and (iv) the Somali Regional State. The Emerging Regions are the least developed regions in the country, characterized by harsh weather conditions, poor infrastructure, extremely low capacity, high levels of poverty and poor development indicators. The arid environment in Afar and Somali regions and the small and scattered nomadic populations make it more challenging to provide services. Many parts of the four regions are inaccessible with poor or no roads.

UNHCR Ethiopia, in collaboration with the Government of Ethiopia, other humanitarian organizations, development actors, donor agencies, and the private sector, has been working on a range of initiatives to address the socio-economic needs of refugees and host communities.

In February 2017, Ethiopia accepted to be considered as a CRRF focus country. The decision by Ethiopia to participate in the CRRF was quickly supported by a joint World Bank-UNHCR mission to consider support to refugee and host communities under the IDA-18 refugee sub-window. A roadmap for implementation has been finalized and the **CRRF was officially launched in Ethiopia on 28 November 2017**. In April and May 2018, regional launches were also held in the five regions hosting refugees, including Benishangul-Gumuz, Gambella, Tigray, Afar and Somali.

### 2. Government pledges towards a more comprehensive response

At the Leaders' Summit on Refugees, which Ethiopia co-hosted on 20 September 2016 in New York, Ethiopia made the following pledges:

1. To expand the "out-of-camp" policy to benefit 10% of the current total refugee population.
2. To provide work permits to refugees and those with permanent residence ID.
3. To provide work permits to refugees in the areas permitted for foreign workers.
4. To increase enrolment of refugee children in preschool, primary, secondary and tertiary education, without discrimination and within available resources.
5. To make 10,000 hectares of irrigable land available, to enable 20,000 refugees and host community households (100,000 people) to grow crops.
6. To allow local integration for refugees who have lived in Ethiopia for over 20 years.
7. To work with industrial partners to build industrial parks to employ up to 100,000 individuals, with 30% of the jobs reserved for refugees.
8. To expand and enhance basic and essential social services for refugees.
9. To provide other benefits, such as issuance of birth certificates to refugee children born in Ethiopia, and the possibility of opening bank accounts and obtaining driving licenses.

### 3. Strategic roll-out of the CRRF



*Consultations on the NCRRS ©UNHCR/Helle Degn*

The Comprehensive Refugee Response Framework (CRRF) can be regarded as a vehicle to accompany the implementation of Ethiopia's nine pledges. The Government has increasingly sought a more sustainable response that goes beyond care and maintenance of refugees to promote their self-reliance. This approach combines wider support to host communities, fostering peaceful coexistence and greater inclusion of refugees in national development plans. Ethiopia became one of the first countries to initiate the implementation of the CRRF along the lines of the New York Declaration, in February 2017.

A set of new and innovative approaches is required to increase the quality of protection and expand protection solutions for refugees in the country. This will be done through a four-pronged approach: (1) implementing the pledges; (2) strengthening legal and policy components; (3) supporting host populations (4) strengthening coordination mechanisms.

The Government has prepared a roadmap detailing the implementation of each pledge, outlining key opportunities and partnerships that must be put in place, and is incorporating some of the pledges into a revised Refugee Proclamation due to be in force in the second half of 2018. Additional legislative reforms to Proclamation 760/2012 permitting civil documentation for refugees was passed in July 2017, the first birth certificates for refugees were issued in October 2017.

The Government further issued its National Comprehensive Refugee Response Strategy (NCRRS) for consultation in May 2018. The Strategy includes the Government's vision to see all refugees and hosting communities becoming socio-economically active and self-reliant by 2027, and commits to changing the primary assistance model from refugee camps towards development-oriented settlements over a 10 year period. The first consultative workshop on the new strategy took place in June and was followed up with international development partner consultations in August.

Over the coming months the new strategy will be finalised, approved by the Council of Ministers as a national strategy – and complemented with operational guidelines through a series of regionally-based action plans.

The Government has also implemented a governance structure in collaboration with UNHCR, which includes a Steering Committee (SC) comprised of Line Ministries, federal agencies, development actors, NGOs and the donors based in Ethiopia in order to drive the practical implementation of the pledges. The SC held its first meeting in December 2017, with subsequent meetings held on a monthly basis. The structure also includes six Technical Committees focusing on six thematic areas grouped around the pledges: Out of Camp, Education, Work and Livelihoods, Documentation, Basic and Social Service, and Local Integration. The constitution of Technical Committees will take place following a series of workshops. The first two workshops on Education and Basic and Social Services took place in February and March 2018, followed by workshops on Documentation and Work and Livelihoods in May and June. All workshops were attended by a wide range of partners, including Line Ministries, regional government representatives, local and international NGOs as well as refugee and host community representatives. An expert group will deliberate on the proposed recommendations and suggest a proposal at SC for endorsement. Additionally, a National Co-ordination Office (NCO) was established by the Government in January 2018 to ensure the pledges are implemented through a multi-stakeholder approach. Through engagement on the NCRRS, the SC and NCO will be adapted to meet the broader objectives of the new strategy.

UNHCR Ethiopia has been identified as a pilot operation to test the multi-year multi-planning process (MYMP), with a strategy concluded for the period 2017-2020. This is expected to have a positive bearing on the capacity to implement the pledges, fulfil the NCRRS and ensure the long-term impact of ongoing activities, by bringing together the full range of national and international partners and stakeholders to plan together with a longer-term vision, leveraging all comparative advantages to tackle and resolve protection and solutions challenges in a sustainable way.

#### 4. Partnerships

Within the context of the CRRF and the NCRRS, UNHCR will foster the **expansion of partnerships** with government actors - including line ministries, leaders of regions and local districts - traditional and non-traditional donors, international and national NGOs, and private sectors. This multi-stakeholder approach seeks to ensure a more effective response to the developmental needs and aspiration of refugees and host communities alike. Through collaboration with private-sector organisations and foundations, efforts are underway to expand opportunities in the areas of work and livelihoods, education, shelter, nutrition, energy and rehabilitation of the environment. Special attention will be paid to enhance relations between humanitarian and development actors with a view to ensuring the sustainability of current interventions and benefitting refugees and host communities alike.

In response to local conflict in and around refugee communities in Gambella, the Administration for Refugees and Returnee Affairs (ARRA), UNHCR, UNDP, UNWOMEN and other partners are initiating a project to improve community security, protection and access to justice in four districts and seven camps, in particular building capacities of local institutions. Initial UNHCR seed funding has led to the commencement of some activities including the mapping of legal aid service providers, initiating practice sharing on mobile justice by rule of law experts from Melkadida, development of guidelines on mobile justice for Gambella, preparation of a Baseline Safety and Security and Access to Justice Services Perception Survey; supporting community policing, peace building and community safety activities with the aim to empower both communities to jointly cooperate, detect, report criminal and violent activities.



*UNHCR and La Caixa Foundation announce partnership ©UNHCR/Mark Henley*

Ethiopia will benefit from a USD 100 million fund from the **World Bank** under the DRDIP (Development Response Displacement Impact Program) to improve access to basic social services, expand economic opportunities, and enhance environmental management for host communities. Ethiopia will also receive funds from the Bank's IDA-18 regional sub-window for refugees and host communities. Following CRRF launches in regions in April-May 2018, UNHCR Sub-offices have started working closely with regional governments and other stakeholders to identify projects that may capitalize funding from DRDIP and IDA-18 regional sub-window to benefit both refugees and host population.

UNHCR's collaboration with the World Bank, European Investment Bank and the Ethiopian Investment Commission has continued, particularly in light of the Ethiopia Economic Opportunities Project (EEOP, the former Jobs Compact) and creation of industrial parks within Ethiopia to benefit both the host community and refugees. In June 2018, EEOP was approved by the World Bank Board of Directors which will lead to the commencement of implementation. Engagement between UNHCR and the World Bank has also focused on protection issues arising for refugees accessing employment opportunities and devising solutions to reduce risks to the refugee population partaking in this initiative. The design of the Employment Promotion and Protection Package Pilot is currently underway.

## 5. Comprehensive Regional Response to the Somali situation

Ethiopia is currently the chair of the Intergovernmental Authority on Development (IGAD), which brings together eight countries in the Central and Horn regions of Africa in support of peace, prosperity and regional integration. At the Special Summit of the IGAD Assembly of Heads of State and Government convened in Nairobi on 25 March 2017, IGAD member States made a commitment to pursue a comprehensive regional approach to deliver durable solutions for Somali refugees. Ethiopia has proposed to facilitate the follow-up to the Nairobi Declaration on Durable Solutions for Somali Refugees and Reintegration of Returnees in Somalia.

In September 2017 IGAD member States convened to validate the Road Map and Results Framework of the Nairobi Declaration and Action Plan. In 20-22 March 2018, a Stock-taking Ministerial Meeting took place in Nairobi to review the steps taken towards implementation of the Nairobi Declaration and Action Plan. Ethiopia provided updates in respect to progress made on the pledges to date, highlighting the forthcoming legislative changes and development of the Ethiopia 10 year CRRF Strategy. Going forward, IGAD member States agreed to develop national plans of action by the end of 2018.



*Somali refugee girls finish their school day at Sheder Camp © UNHCR/Anna Hellge*

## Update on CRRF

### Humanitarian corridors for refugees in Ethiopia



*Somalian girl given medical lifeline in Italy © UNHCR/Diana Diaz*

In Ethiopia, efforts to expand complementary pathways continue.

The launch of a “humanitarian corridor” took place in October 2017, and will facilitate the movement of some 500 refugees from Ethiopia to Italy in cooperation with several faith-based organizations. In November 2017, 25 refugees from Somalia, Eritrea and South Sudan departed for Italy where they will be able to rebuild their lives. In February 2018 a further 114 refugees departed to Italy under the auspices of the Humanitarian Corridor. Many were persons with specific needs, with some having previously been held captive in Libya.

Staff from Caritas Italiana and Comunità di Sant’Egidio and UNHCR continue to work on the identification of cases, based on vulnerability. This programme is Italy’s contribution to creating a world more open to refugees and to the advancement of comprehensive responses to refugee situations.

Unlike the established third-country resettlement process, persons selected will be facilitated to move to Italy, where they will then undergo an asylum interview. Assurances have been received regarding suitability for admission for all prior to travel. Integration efforts will be led by the diaspora in Italy, with the support of Italian authorities.

## **New Ethiopia policy helps refugees legally document life events**

Refugees can now receive birth, death and marriage certificates; a historic first that will give them better access to services.



As one of the nine pledges made at the Leaders' Summit held in New York in September 2016, Ethiopia has launched civil registration for refugees. Starting that day today, all refugees in the country will be able to register their vital life events, including birth, death, marriage and divorce, directly with national authorities.

Civil registration for refugees has been made possible following an amendment to an existing legislation. UNHCR and the UN's Children Agency (UNICEF) collaborated with the Government of Ethiopia in the preparation of the amendment.

This is a historic first and a ground-breaking development for refugee protection in Ethiopia, not previously realized over decades. Children born before the new law came into force can also obtain a birth certificate retroactively, including the more than 70,000 refugee children born in Ethiopia over the last decade who have not had their births registered.

Birth registration is an important protection tool – ensuring basic human rights, particularly in situations of displacement. It establishes a child's legal identity and can help prevent statelessness. It also contributes to policy development and planning in Ethiopia's Development Agenda - in line with the Comprehensive Refugee Response Framework (CRRF).

## Education Pledge



*Ethiopia. Future teachers attend newly-opened training college © UNHCR/Diana Diaz*

Preliminary data on the school enrolment rate indicates significant progress in Ethiopia's pledge to increase the number of students attending early, primary, secondary and tertiary education. As compared to the 2016/2017 academic year some 12,300 new students have been enrolled in pre-schools across the country while 40,000 more refugees have enrolled in primary and secondary schools (in camps and urban areas) during the current cycle with an additional 700 refugee youth pursuing university studies.

As such, overall figures against the pledged numbers stand at:

- ECCE (pre-school): The increase is of 29% from 42,276 to 54,619 - Making the current enrolment percentage stand at 57% (out of 60% pledged)
- Primary school: Increase of 37% from 96,700 to 132,563 - making the current enrolment percentage 72% (out of the 75% pledged)
- Secondary school: Increase of 102% from 3,785 to 7,665, making the current enrolment percentage 12% (out of the 25% pledged)
- Tertiary education: 43% increase from 1,600 to 2,300 (out of the 2,500 pledged)



## 6. Current challenges

- A number of growing challenges will impede the application of the CRRF if not addressed in an appropriate manner, including continuous drought in many regions, tensions that led to the first State of Emergency which concluded in August 2017, conflict in the Somali region creating considerable internal displacement coupled with further cross-border movements in the country since the start of 2017. A further State of Emergency was announced on 16 February 2018 due to turmoil in several regions and was lifted in June 2018, two months after the new Prime Minister taking office.
- The Government's ability to realize its aspirations to further its duty of care to refugees, relative to its existing resource constraints, will inevitably be based on the scale-up of equitable responsibility-sharing between member States. Within a climate of decreasing humanitarian and development financing (that has led to critical shortfalls in food assistance), limited opportunities for third-country resettlement, together with limited support to youth and a growing population of unaccompanied and separated children, bold financial commitments - for essential humanitarian services and a sustainable solutions-based response - will be needed to harness the CRRF's transformational agenda.

## 7. Operational and funding needs to deliver on a comprehensive response

The key funding and operational gaps to be filled include the following:

- Greater support is needed to foster broad-based partnerships to deliver on the CRRF; specifically, support to facilitate the work of the Steering Committee led by the Government. Greater coordination will harmonize efforts of national and regional government entities, civil society and private sector actors on the ground.
- Resettlement: The projected resettlement needs for 2017 for refugees in Ethiopia are 50,800 persons. In 2018, the projected resettlement needs stand at 65,750 refugees as of August 2018.
- Complementary pathways: UNHCR asks third-country governments – in cooperation and with the support of other stakeholders, such as the private sector, civil society and diaspora organizations - to establish and expand complementary pathways for refugees living in CRRF pilot countries. These pathways may include expanded family reunification and family-based mobility; labour mobility schemes; scholarships and education programmes; and regional mobility schemes. (Note: implementation of such pathways necessitates certain facilitative administrative measures, as well as protection safeguards. UNHCR may support States with technical advice in these areas.) More specifically with regard to unaccompanied and separated children (UASC) from Eritrea with family members outside: recognizing that children constitute 48% of the Eritrean population in both Afar and Tigray region and that among the total number of children, 17% are UASC of whom 75% have relatives abroad, we request member States to facilitate expanded family reunification for this population. UNHCR can provide more information on the needs relating to complementary pathways.
- Greater involvement of line ministries is needed to help foster greater complementarity of efforts across the country between regional government authorities and ARRA in Addis Ababa. In the same vein, greater support is needed to local authorities and host populations.
- Education: Support to the Government on its pledge to increase enrolment in primary, secondary and tertiary education for refugees.
- Funding: UNHCR's Operating Plan for the refugee response in 2018 is US\$ 327.8 million. This plan is currently funded at 21%.

#### External / Donors Relations

#### **Special thanks to the major donors of broadly earmarked regional contributions from:**

*(2 million USD or more)*

United States of America 82.7 million | Germany 15.2 million | Private donors Australia 8.6 million | Sweden 4.2 million | Australia 3.8 million | Canada 3.3 million | Private donors Germany 2.8 million | Norway 2.6 million

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#### **LINKS**

Data portal: [data2.unhcr.org](http://data2.unhcr.org), Facebook: [UNHCR Ethiopia](https://www.facebook.com/UNHCREthiopia), Twitter: [@UNHCREthiopia](https://twitter.com/UNHCREthiopia)