

**EUROPEAN UNION EMERGENCY TRUST FUND FOR STABILITY
AND ADDRESSING THE ROOT CAUSES OF IRREGULAR MIGRATION AND DISPLACED PERSONS IN AFRICA
(EUTF)**

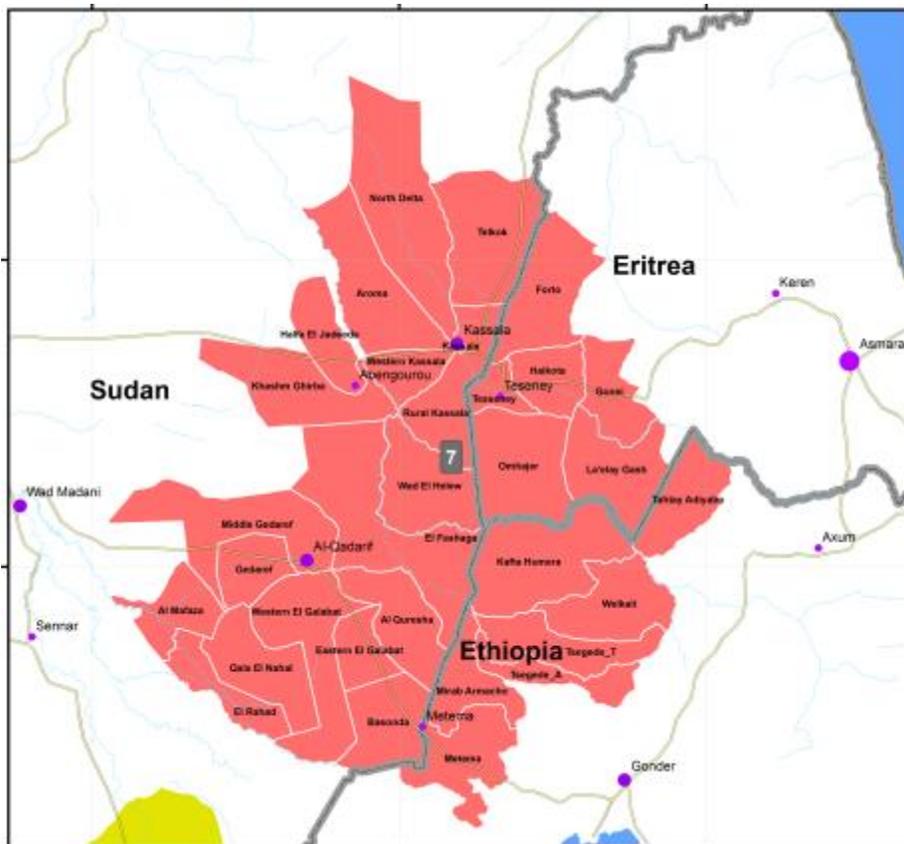
**CROSS-BORDER ANALYSIS AND MAPPING
Cluster 4: Eastern Sudan-Northwest Ethiopia-Eritrea**

August 2016

1. Methodology

The following report is as a result of a cross border irregular migration mapping study conducted in Humera. The fieldwork took a little more than 2 weeks including travel days. The report, particularly the section on the findings and discussion, is structured strictly following the research guideline provided by the client. Accordingly, it attempts to address all the issues raised in the guide including the population size and ethnic composition of the border area, available infrastructure on each side of the border, resources management mechanisms (joint or otherwise), existing economic activities and social connections between communities on both sides of the border, factors of vulnerability, water management systems in place, and security concerns.

Map of the cluster area



Moreover, questions related to forms of migration in the area - whether irregular migration (exit without authorisation, displacement, engagement in smuggling or trafficking networks) is

going on, reasons for migration, responses being provided by donors, governmental and civil society organizations, etc on both sides, IGAD's priorities in the cluster, are also dealt with. Finally, recommended activities and best practices are presented.

The research employed qualitative method with different techniques of data collection. These included key informants interview and literature/documents review.

Accordingly, 21 informants including nine heads or representatives of government sector offices, 6 officials/representatives of Civil Society Organization, and 5 members of the private sector were interviewed.

The interviews took place predominantly in Humera town, but also in other locations including Mai Kadra, Rahwyan, Lugdi (Sudanese customs centre), Shire, Axum and Mekele.

Relevant and available archival documents as well as research reports were also reviewed. The former were accessed mainly from civil society organisations (CSOs), but also from government offices, while the latter were accessed from the internet, different websites, and other sources.

2. General Description of the Context of the Cluster

What is the size, population and ethnic composition of the border area? Specify the exact size and location of the border areas being studied.

Population, Ethnic Composition and Geography

Population: According to the information obtained from the woreda line offices the rural population of Kafta-Humera is estimated to be 111,150 of which 53,726 is female, while the urban (Setit Humera) population is 32,523, of which 11,258 is female. Though the population estimate reported by different sector offices differed, the difference was negligible.

In the Sudanese side, near the Ethiopian border, is the state of Kassala, one of the 18 states of Sudan. It has an area of 36,710 km² and an estimated population of approximately 1,171,118 (2006). Kassala town, the capital of Kassala state, is built on the inland delta of the seasonal Gash River at an elevation of 1,624 feet (495 metres) and is protected to the east and south by the Kassala and Mokram mountains. Its 2008 population was recorded to be 419,030. It is a market town and is famous for its fruit gardens. Although, the town has declined as a cotton centre, it is still economically important, since it has an extensive market trade and fruit gardens. It is linked by road and air to Khartoum and Port Sudan.

Ethnicity and Language: The largest ethnic groups in Kafta Humera are Tigriyan (88%) followed by the Amhara (8%). All other ethnic groups made up about 4% of the population. Tigrigna is the working language of the woreda and is spoken by nearly 90% of the population. Yet, the great majority of town dwellers are bilingual, speaking Tigrigna and Amharic, while some also speak Arabic. More than 90% of the population confesses the Ethiopian Orthodox Christianity, while the rest are followers of Islam. In Kassala, there are two major ethnic groups, namely, Handendoa and Rashaida ethnic groups.

Location: Kafta Humera woreda is situated in the North West corner of Tigray regional state which is located 954 km north of Addis Ababa¹. It is situated at 36° 27' 4.7'' to 37° 33' 7.1'' E and 13° 39' 46.5'' to 14° 26' 34.9''N, with the altitude ranging from 560 – 1849 m a.s.l. Kafta Humera lies in semi-arid agro-climatic zone and covers an area of 632,878 ha. The geological classifications of the woreda are mainly dominated by early tertiary volcanic and Pre-Cambrian rocks (Mohr, 1966). The dominant soil types in the study area are Chromic Eutric and Calcic Combisols; Chromic and Orthic Luvisols and Chromic and Pellic Vertisols (EMA, 1988). The total

¹ Historically, Setit Humera used to indicate the whole area surrounding Humera under the Begemeder (now referred to as Gonder) province. In line with the ethnic based administrative restructuring that takes language as the main criterion, provided in Article 46(2) of the 1995 FDRE constitution, the woreda along with Wolkait, Tsegede and Tselemt, it has now become part of the Western administrative zone of Tigray.

rainfall ranges from 400-650 mm. The rainy season runs from June to September. The remaining eight to nine months are hot and dry (Kafta Humera District Livelihood Report, 2011).

Humera is administratively divided, into Kafta Humera, which has 21 rural kebeles, and Setit Humera which refers to the township of Humera that has 4 urban Kebeles. Both have more or less similar administrative structure and sector offices.

Livelihoods: Agriculture is the main means of livelihood in the woreda, where the economy of the woreda mainly centres on the production of sesame, followed by sorghum. But cotton is also an important cash crop. In 2010, there were over 400 investors engaged in large scale farming, cultivating an average of 600 hectares of sesame, while local farmers cultivate up to 12 hectares/head. Investors cultivate 58% of the cultivated land, while local farmers use the remaining 42%. The central statistics authority put the land use system as characterized by mixed farming system dominated by open crop cultivation; that included cereals (31.24%), pulses (5.94%), oilseeds (60.87%) and vegetables (1.95%) (CSA, 2007). Despite some information regarding unsustainable resource utilization and the decrease of pasture land due to expansion of large scale farming and resettlement programmes, many parts of the woreda are still relatively rich in pastureland and water. Hence, livestock herding is an important household investment, with significant contribution to the household economy.

According to a Land Use Land Cover (LULC) conducted by a team of researchers from three Ethiopian Universities and one College of Forestry, the vegetation communities in the district include Acacia-Commiphora, Combretum-Terminalia and dry evergreen woodlands (Binyam, et al, 2011, Eshete et al., 2011, Sebsebe and Friitz, 2011). Despite the fact that one of the biggest perennial rivers of the country, River Tekeze, passes through the woreda, irrigation farming is hardly practiced, and the river is better utilized for irrigation on the Sudanese part.

The eastern Region of which Kassala is part of, has long suffered chronic poverty, lack of adequate access to basic services such as healthcare and education which lead to high levels of malnutrition and widespread unemployment. Since eastern Sudan's population is predominantly rural, competition over scarce natural resources, such as water and farming or grazing land, is one of the causes of inter- and intra-tribal tension and conflicts. Instability in Eritrea and the border regions of Kassala and Red Sea has resulted in large numbers of displaced people settling in and around urban centres in those states. Kassala town has been the destination of large number of Ethiopian and Eritrean refugees fleeing conflict and war, since the 1960s. The influx of refugees has continued with possible implications for risky onward migrations. Because repatriation or resettlement options have diminished, refugees will likely require assistance that may support local integration. Since the beginning of

the second Sudanese Civil war in the 1980s, the area has also been refuge to internally displaced Sudanese from the Nuba Mountains, south and west of the country. About 160,000 of these IDPs settled on the outskirts of Kassala town.

What infrastructure is available on each side of the border? What cross-border infrastructure is available (roads, shared facilities, etc.)

There is a well-built asphalt road from Humera to the Sudanese border town of Lugdi. This road goes all the way to Khartoum, though as per reports, the quality is not the same as on the Sudanese side. People who have a legal permits can drive to and from Khartoum.² There is also public transportation between Humera and Khartoum, and/or the towns in between.

Humera and Mai Kadra towns have available electric power throughout the day landlines, mobile telephone networks as well as internet services, although these are interrupted by sporadic power interruptions, and the quality of the mobile and internet services is sometimes poor. There are 16 sesame cleaning machinery and more than 30 grain stores available. However, only 3 of the stores are certified or built up to the required standard. The Ethiopian Commodity Exchange (ECX) centre also has a store in Humera town with a capacity of storing 50,000 quintals.

On the Sudanese side, Kassala was formerly a railroad hub, and an operational railway station remains since 2006. Its location along the main Khartoum - Port Sudan highway makes it an important trade centre. It is also connected with Khartoum and Port Sudan by air and with Ethiopia by road. The city is also home to Kassala University, a public university established in 1990 to replace the East University, and an important institution for development in the east of Sudan.

How are resources managed and are there any joint or shared resource management mechanisms?

According to information collected from informants, there are no joint (Ethiopia-Sudan) resource management mechanisms per se. Some Ethiopian investors, many of who have big farms in the Ethiopian side of the border, often rent plots of lands from the Sudanese and produce sesame, sorghum or cotton, though this does not mean joint resource management.

² I met in my hotel four Ethiopians who told me that they permanently live in Khartoum, and who drove all the way to Humera and later flew to Addis Ababa with Ethiopian Airlines. I also witnessed several Ethiopians, predominantly women not only from Humera but also from Gondar and other parts of Amhara who are engaged in petty trades in the Sudanese border town of Lugdi.

On the Ethiopian side, according to the Land Use Land Cover (LULC) study cited earlier, the woodland in the woreda was intact until recently, however there has been an increasing trend of converting woodland to agriculture. As a result, the share of agricultural land increased from 23.5% (148772.34ha) in 1985 to 28.23% (178640.37 ha) in 1995, to 39.11% (247509 ha) in 2010. Expansion in the size of bare land and settlement also followed the same trend as agricultural land did, and its area coverage in 2010 was about 1.2 times higher than its size of 1985. In contrast, the woodland cover declined continuously from 42.17% in 1985 to 35.64% in 1995, further to 25.75% in 2010 (Binyam et.al 2011).

These may entail water and wind erosions and the resultant hazards of land degradation, unless well designed and both the government and non-government development actors take immediate mitigating measures.

Poor natural resource management is reported to be occurring on the Sudan side of the border, which has led to land degradation. Although pastoralism remains an important livelihood system in eastern Sudan, particularly around Gadarif state, the pastoral resources are changing under the combined impact of increasing anthropogenic activities, such as clearance of natural vegetation, and the effect of state policies that favour crop farming against pastoralism.

Remotely sensed data used to detect spatial and temporal changes from 1979 to 2009 in the land use/land cover (LULC) across three study sites revealed that areas of natural vegetation have been reduced from 26.1% in 1979 to 12.6% in 1999 and further to 9.4% in 2007 (Abdel Ghafar M Ahmed and 2013). The encroachment of large-scale agriculture into transhumance migration routes in Gadarif State, eastern Sudan, is leading to both resource conflict and environmental degradation (Hussein Sulieman, 2013).

Though the Tekeze River is another resource shared by both sides, it is underutilized on the Ethiopian part, mainly because its deep gorge makes it difficult to use the water for irrigation. However, the Sudanese are not only using the water for irrigation farming, but are also currently building a dam to generate electric power.

Land Tenure

The government is fully authorized to administer rural land including allocation of land to investors and smallholders as well as organizations and social groups such as for worship and burial places for churches, mosques and other religious organizations. Farmers have open ended usufruct rights (the right to use another's property) to land in kebeles where they reside, but subject to proof of permanent physical residence, and ability to farm continuously and meet administrative dues and obligations.

In Humera (indeed in many other parts of the country), it is much easier for investors (large scale farmers) to get hundreds of hectares of land, than two or three hectares for individual landless persons or emerging households. Accordingly, in the Western parts of Humera where the land is widely available, it is still possible for newcomer investors to acquire large farms, sometimes cleared lands taken from previous investors for breaching of agreements, or abandoned by the same for different reasons.

It is also possible for local government to allocate un-cleared lands to organized young people who would like to engage in farming as one area of IGA scheme. However, the youth are expected to engage in “mechanized” farming similar to that of the investors, despite the big difference in the size of land they may get. This is said to be difficult, and even impossible for them, since the clearing of the land, and subsequent investment, requires a lot of capital, farm equipment and considerable skill, which the youth do not have.

On the other hand, in land-scarce central and southern parts of Tigray, including the resettlement areas, acquiring new land for cereal or for cash crop farming, is absolutely impossible. However, in the latter, indeed in the entire central and southern Tigray, an extensive environmental rejuvenation (reforestation/afforestation) work has been going on for the last two decades and remarkable success is achieved. Hence, the government is said to be planning to give organized youth certain areas at the reforested mountain/hill sides for IGA schemes such as bee keeping. The viability of this scheme in terms of generating adequate income has yet to be studied. On the whole, landlessness of the youth and new households is assumed to contribute to the difficulties faced by many youth today and contributes therefore to their decision to irregularly migrate as the only way by which they can change their economic life.

What economic activities are practiced in the border areas? What economic and social connections exist between communities on both sides of the border?

There is a high level of economic interaction between the Sudanese and Ethiopians around the border towns and villages. Commodities, mainly agricultural products including coffee; sesame; sorghum; red pepper, teff; spices (especially ginger); chickpeas, beans, tomato, garlic and honey; live animals including goats, cattle, and camels; as well as fish (coming from Bahir Dar) are exported to the Sudan, legally and illegally.

Some of these items, especially teff, red pepper, and some spices, which have little or no demand by the Sudanese consumers, are said to be exported to Eritrea from Sudan. Indeed, a substantial amount of hand-woven clothes (shema) that are traditional to Ethiopians and Eritreans are exported to Sudan. Given that these items are not in demand by the Sudanese, it

would suggest that their final destination is in fact Eritrea. Camels are also said to be exported by the Sudanese to Saudi Arabia and/or Libya.

On the other hand, products such as: fruit juice, non-alcoholic beverages of various brands, dates, powder soap and other detergents, perfumes, bamboo cane (kezera), umbrellas, onions (known as kassala onion), textiles, vehicle spare parts and, less frequently, electronic items such as TV sets and refrigerators are imported. Generally, these items are smuggled in or out.

Moreover, according to informants, since there is shortage of agricultural labour on the Sudanese side, Ethiopian labourers often cross the border and work on Sudanese farms. Ethiopian businesspersons are also said to rent land from the Sudanese. Commonly, the contract is arranged so that the businessperson covers all the necessary expenses for the production (seed, labour, and other inputs) and takes 75% of the product, while the Sudanese landowner takes 25%.

Moreover, a number of Ethiopian businesspeople travel to Sudan, often to Khartoum, to carry out economic activities. In order to do this, they must secure pass papers from the immigration office in Humera. The immigration office requires such people to produce a support letter from the Humera woreda administration testifying their status as law abiding citizens and justifying their reasons for travelling to Sudan. Similarly, Sudanese businessmen and visitors travel to Ethiopia to carry out economic activities, mainly at Mai Kadra and/or Humera towns.

It should be noted that a lot of Ethiopians from Tigray migrated to Sudan during the 1984 famine, mobilized by the “Rebel group”, TPLF. While the majority subsequently returned, some remained behind as permanent residents. Consequently, people in Humera have relatives on the other side of the border and are legally entitled to go and visit them, provided they meet the necessary requirements. Some migrants, especially young people, travel across the border under this pretext, and then do not return.

Officials do try to scrutinize the reasons for travel before giving support letters to the applicants so that the Immigration office issues the pass papers. Nevertheless, they cannot follow up on whether these individuals have returned to Ethiopia or not, and a considerable number of them remain in Sudan and/or head to Europe through Libya/Egypt Mediterranean route.

There is also considerable transaction in culture. Sudanese foods, especially “ful”³, a kind of sauce (stew) made of beans, is available in almost all snack houses in Humera. Many, restaurants in Humera are accustomed to add different Sudanese spices or prepare food (such

³ Literally, beans in Arabic

as malwah) unknown in other parts of Ethiopia. Several residents of Humera are able to communicate in Arabic, while the Sudanese are seen trying to speak Amharic and/or Tigrigna.

On the whole the transaction is not limited only to the exchange of goods, but also has social and cultural aspects that are assumed to have contributed to the peaceful co-existence of the two neighbouring people. Relations between the neighbouring groups both within and across the borders are generally good and harmonious.

With reference to water resources specifically, what kinds of water management systems are in place, and are there any shared cross border systems or ways in which water management on each side of the border comes into contact with the other side (including in generating conflict)?

The River Tekeze is the main water resource shared by the two countries. As already noted earlier, the Sudanese utilize the water for irrigation relatively better and they are trying to build a dam and generate electric power. This means that the amount of water flowing from Ethiopia is not affected by the dam it built on Tekeze earlier on (completed in 2009), and the river does not become a bone of contention. Indeed, according to some writers, the Tekeze Dam is beneficial to both Sudan and Egypt. The reason, according to these writers, has to do with the fact that, on the Ethiopian side, large-scale irrigation is out of question in the area adjacent to the river, whose gorges runs as deep as a mile or more. Thus, as the water stored behind the dam is meant only for generating electricity, it has to be let go. This means that the flow of the river is streamlined and flows throughout the year as opposed to the seasonal nature of the pre-construction period⁴. Although the research could not say whether there was any joint meeting or negotiation between the two countries during or before the construction of the dam, it is true that no complaint has been issued from Sudan.

Indeed, Sudan has not set forth any complaints regarding the construction of the Grand Ethiopian Renaissance Dam (GERD), which is being built on the Blue Nile River – the largest transboundary river and economically most important. They are rather trying to satisfy Egypt, who is expressing its worry and concerns on the possible reduction of the Blue Nile water, to come to terms with Ethiopia. In sum, the threat of conflict over transboundary water between the two countries is very low, and the relevance of the issue to the cluster is minimal.

⁴ It is noteworthy that the amount of water flowing to the Sudan would have decreased considerably had it been used for irrigation in the Ethiopian part. and the scarcity might probably have generated conflicts

Some individuals from Ethiopia are reported to have crossed over the often unclear border line and cultivate Sudanese land⁵, which has led to sporadic conflicts. Generally, however, these conflicts have been easily contained by the interventions of authorities from the two governments, and there has not reportedly been a conflict linked to water resources. Moreover, land conflicts did not escalate beyond individuals and households and therefore no significant conflicts were reported. Sometimes, the Ethiopian farmer accused of ploughing the farm of a certain Sudanese, may agree to pay a rent (as per agreed rate) for the plot of land and continue cultivating it.

The intervention of actors, other than the governments of both sides, in conflict settlement/resolution, is not common.

What are the sources of vulnerabilities in the border areas? – e.g. unemployment (how high is unemployment), high numbers of female headed households, limited land or landlessness, population pressure, insecure or irregular access to water, fluctuating food or transport prices, irregular availability of waged labour opportunities, conflict with surrounding communities, etc.

On the Ethiopian side, livelihoods are dependent predominantly on agriculture, and especially rain-fed agriculture. Smallholder farmers generally demonstrate little resilience, and shortage or untimely rainfall leaves most of them vulnerable to food insecurity. Moreover, many investors are also reported to face serious financial crises following a bad rainy season, leaving many unable to repay bank loans.

While the common perception is that there is no shortage of farm land in Humera, since it is reported that a single investor holds up to 500 hectares, a closer investigation shows that people in many kebeles of the woreda own very small plots of land.

It is to be noted that there was a resettlement program in 2003 in Tigray, and Kafta Humera, was selected by the Ministry of Agriculture and Rural Development as an area for voluntary resettlement for farmers from overpopulated and drought-prone areas. Kafta Humera and Tsegede woredas (the other woreda selected in Tigray that year) welcomed a total of 7,334 heads of households. At the time, each of the resettlers received adequate land for a household, however the land size is diminishing due to the fact that children have to share their parents' holdings when they come of age. Subsequent generations therefore own diminishing portions of land.

⁵ The situation in Metema is said to be the reverse. There it is the Sudanese who are accused of crossing over the border and cultivating land claimed to belong to Ethiopians

Although it is difficult to precisely pinpoint the contribution of this land shortage to illegal migration, obviously, the shortage is a detriment for households to produce surplus and build economic resilience. Consequently, people's ability to withstand shocks, such as drought, is significantly reduced.

Environmental degradation can also be one factor of vulnerability at least in the long run. As indicated in the introductory section, the land use and land cover situation is steadily changing as forest and woodland cover is diminishing. This could lead to water and wind erosions and resultant hazards unless well-designed and immediate mitigation measures are taken by both the government and non-governmental development actors. While the main drivers of land degradation are reported to be expansion of large-scale farms and resettlement, the unsustainable use of forest resources is also a factor. The occurrence of natural disasters is another driver and, in November, 2006, a wild fire destroyed approximately 10 hectares of forest.⁶

Documented statistical data showing the number of female headed households (FHHs) and the degree of their vulnerability was hard to come by; but it is understandable that this segment of the society is most vulnerable. Inflation of food prices is also believed to be one additional factor for vulnerability of poorer households.

On other side of the border, environmental conditions in East Sudan are reported to be on the decline as evidenced by a variety of ecological, economic and social indicators, and as reflected in the livelihoods of the local communities. Despite the impact of climate change, particularly on rainfall, the main causes of environmental degradation are anthropogenic: wholesale clearance of the plant cover by uncontrolled and expanding large-scale mechanized farming, over grazing, monoculture and poverty. Environmental degradation has had an adverse impact on small-scale farmers with limited numbers of animals. It has negatively affected livelihoods by reducing crop yield, created food insecurity, led to a high rate of dropout from schools, child labour and increased household strains on women.

In response to desertification and general environmental degradation, households have adopted many mechanisms to enhance their resilience. These include: the use of drought resistant and early maturing varieties of crops; use of improved seeds, early planting and weeding; diversification of crops; earth embankments for water harvesting; purchase of sorghum; diversification of herds with concentration on goats; use of animal dung or gas; and expansion to non-farming occupations.

⁶ The overflow of the Tekeze river in August 2006 had also displaced about 450 re-settler households. However, some informants were hesitant to consider this among the list of factors of vulnerability, because they thought that it was a unique occurrence and no incident of flood hazard of such magnitude was ever witnessed. The construction of the dam is also assumed to help regulate the flow.

3. Specific Context in Terms of Migration and Stability

What are the forms of migration in the area (displacement due to what? Labour migration? Seasonal migration for pastoral grazing or agricultural practices? Resettlement? Migration as a result of environmental change, etc.

According to informants, the form of migration prevalent in the research area is of two types. The first is outmigration or exit without authorization in which the networks of human traffickers and smugglers play the most important role. The second is seasonal (labour) migration in which thousands of labourers come to Humera's large-scale farms during peak agricultural seasons.

Outmigration to Sudan - Libya/Egypt - Europe

Humera is one of various border clusters in Ethiopia, where irregular migration, dominated by human smuggling and to a lesser extent by trafficking in person (TIP), is taking place. Although there are similarities in the conditions that give rise to TIP and human smuggling, there are distinct differences in the expectations and treatment of persons being smuggled and the victims of human trafficking. Additionally, there are significant statutory differences between the two.

Human trafficking is defined as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power, or a position of vulnerability or 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, sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude, and in extreme cases, the removal and sale of the victims' organs. On the other hand, people smuggling (also called human smuggling), is "the facilitation, transportation, attempted transportation or illegal entry of a person or persons across an international border, in violation of one or more countries' laws, either clandestinely or through deception, such as the use of fraudulent documents.

Unlike human trafficking, people smuggling is characterized by the consent between customer and smuggler - a contractual agreement that typically terminates upon arrival in the destined location.

Based on this conceptualization, we can plausibly assert that irregular migration to Sudan through Humera is predominantly characterized by human smuggling. However, since these are complex crimes, it is not always readily apparent when "human smuggling" case cross into the

realm of "human trafficking" crime. (see risks faced by migrants and asylum seekers in east Sudan, section 4.8.5).

According to informants, there are four exit points or corridors in the Humera cluster through which people are smuggled and/or trafficked.

- The first, and most frequented, is the Humera > Rahwyān > Mai Kadra > Lugdi (Sudan) route
- The second is the Humera > Bereket > Digidema (Sudan) route
- The third is the Humera > Dima > Hamdyte (Sudan) route
- The fourth and the least frequented is the Humera > Rawyan > Tsebel route⁷

While the first route has an asphalt road, up to Khartoum, the latter three have only gravel roads. Accordingly, smugglers who choose the Mai kadra – Lugdi route can use a variety of vehicles, but they often prefer to use motor bikes to go through the other routes.

Young people who come from different parts of the country, mainly Addis Ababa, arrive at Humera with the guidance of smugglers at different sites. They are made to hide in, or around, Humera, and wait for an opportune moment to continue to Sudan and beyond. Different and constantly changing tactics are used for smuggling these persons. On one occasion, a group of migrants were found hidden under a trapdoor in the back of a truck, concealed by boxes of bottled drinks, as the coordinator of OSSHD put it, "lying on one another like sardines".

Smuggling is done almost always during the night. Sometimes, the migrants are made to travel on foot through the farms and villages until they pass certain checkpoints and wait for the vehicle a few kilometres away. Other times, the smugglers may leave the main road and drive through the sesame farms until they pass at least some of checkpoints from either side of the border so as to evade detection. The security forces are not only stationed at checkpoints, but also patrol the surrounding area. Smugglers may wait for a particular day to make the crossing, for example, when someone whom the smugglers know is on duty, or a time when the border police or the army are preoccupied with other more urgent issues, or when there is heavy rain.

Incidents of Sudanese being smuggled into Ethiopia were not widely reported. On the other hand, hundreds of irregular Eritrean migrants and refugees come to Ethiopia, mainly for the

⁷ Tsebel literally means Holy water. The name of the place is derived from a Holy water that exists at one of the Ethio-Sudanese border sites. It is believed that Tsebel cures all sorts of diseases and followers of Orthodox Christianity go in groups, especially on certain Holidays. Illegal migrants also pretend as patients or caregivers of patients, till they reach the spot where they may meet traffickers as per prior arrangement.

purpose of passing to Sudan and beyond, after staying in one of the refugee camps for some time. Yet some of these migrants who have relatives in Ethiopia, especially those who were living in Ethiopia and were deported to Eritrea during the Ethio-Eritrean war, are said to prefer to stay in Ethiopia permanently.

Seasonal Labour Migration to Humera

The other form of migration prevalent in Humera is in-country seasonal/labour migration, which reaches its climax during the peak agricultural seasons such as weeding and harvesting. As already noted, there are more than 400 large-scale farms, mainly of sesame. Sesame production is labour-intensive and demands a huge labour force during the peak agricultural seasons. It is reported that an average of 200,000 workers⁸ mainly from the rest of the Tigray Region and northern Amhara but also from other parts of the country and even from other countries are engaged in these farms⁹. Given that there is shortage of labour force on the Sudanese side, the migrants also sometimes cross the border to work in the farms there. However, there is no data on the average number of such migrants at a given season. The seasonal migrants stay for a certain number of weeks or months during each agricultural season. Informants noted that the exceptionally high prevalence of HIV infection in the woreda is, at least partially, attributed to this influx of labourers during different agricultural seasons.

Who is migrating?

Migrants are predominantly young and literate individuals who come from different parts of Ethiopia, some from places as far as the Somali, Oromia and SNNP regions. The age range of migrants is reported to be between 18 and 40, but the vast majority is between 18 and 30.

Under normal circumstances it is logical to assume that poverty or unemployment is the driving force of illegal youth migration. However, in many cases, irregular migrants are from families with sufficient funds to pay the relatively large amount of money requested by smugglers at various stages and stations from Ethiopia all the way to Sudan, Libya/Egypt, and the Mediterranean Sea.

Many migrants are youth who failed to pass the Ethiopian school leaving examination and join University, or those who might have joined the University but subsequently dropped out due to poor performance. Not satisfied with engaging in low-level, menial work, these young people prefer to migrate to the West in search of a better alternative.

⁸ Many people believe that the number of seasonal workers annually wanted by large scale farms in Kafta Humera is about 500,00 due to the fact that in Oct-Nov. 2010 an organization named '*Humera Investors Union*' was running an ad on the national TV claiming that 500,000 day-laborers were needed. But, this, according to informants, was done to minimize the wage by inviting excess number of workers and the average number of migrant workers has never exceeded 200,000.

⁹ . Informants told us that they knew Sudanese and Nigerian semi-skilled labourers that used to work on the sesame farms at the capacity of technician, driver, mechanic and operators of machineries

As indicated earlier, residents of Humera are not required to have a passport to enter Sudan, but a paper signed and sealed by the Immigration Office. They can thus take public transport from Humera via Mai Kadra to Lugdi and Khartoum, without necessarily having a passport. Thus it is much easier for the youth of Humera to cross the Ethiopian border even without the intervention of smugglers. It is not the same for other Ethiopians coming from other parts of the country, even from Shire or Mekele, who are required to travel with a passport.

Although Ethiopia is known for the huge number of female labour migrants going to the Middle East, many of which are reported to be victims of trafficking, relatively few women and girls are reportedly smuggled or trafficked through the Humera corridor.

Eritrean migrants seem to find it easier to migrate to Ethiopia rather than to Sudan. Thus they cross the border to Ethiopia, give themselves up to border police or the army, who will take them to one of refugee camps. Having obtained refugee status, some of these Eritreans will stay in Ethiopia in the hope of being resettled to another country. However, many rely on relatives abroad who send money to pay for smugglers who facilitate secondary migration to Sudan and beyond.

Smugglers Networks

The smugglers have a well-organised clandestine network with stations or centres all over the region. The smugglers' network, according to informants, starts from Addis Ababa and beyond, and follows two routes. One is the Addis Ababa > Bahir Dar > Gonder > Humera, line, while the other is the Addis Ababa > Mekele, Shire > Humera line.

Most smugglers are natives of the border towns – Humera, Shire, and so on – as this gives them an intimate knowledge of the local area and of the requisite processes, as well as a good network of relevant connections.

Number of Migrants and Frequency of Migration

It was not possible to get information regarding the number of migrants and the frequency of migration. There are times when the woreda returned about sixty potential migrants arrested at the border to Addis Ababa. The woreda covered the associated costs, including bus tickets and per diems for accompanying police officers. However, there is no official documentation to show the frequency of such occurrences and the exact number of individuals arrested or migrated.

The only possibility is trying to access documents from the Sudanese side regarding Ethiopian and Eritrean migrants, and the refugee camps around Shire regarding Eritrean migrants, since refugees are registered during arrival. According to these documents, in April 2012, almost

2,800 new arrivals from Eritrea were registered in Kassala camp, East Sudan, and by July the numbers had dropped to just over 800 people arriving that month. A further decrease induced by the rainy season resulted in 400 newly arrived Eritreans in October. On the other hand, in the beginning of 2012, Shire camp in Ethiopia was seeing between 800 to 1,000 new arrivals per month. After a drop due to the rainy season, figures of new arrivals soon picked up again and, in October, Shire registered 570 new arrivals. The number of newly arriving Eritrean asylum-seekers to Sudan continues to increase from an average of 600 per month in 2013 to 1,350 per month in 2015. While the majority continues to arrive directly from Eritrea, a sizeable number arrive through Ethiopia after having been recognized as refugees there.

According to a report from UNHCR, the total number of refugees in Ethiopia as of January 2016 was 731,071, of which 38,858 were unaccompanied minors and separated children.¹⁰ The number of Eritrean refugees amounted to 152,604.¹¹ The document noted that 81,078 Eritrean refugees previously registered as living in the camps are believed to have spontaneously settled in Ethiopia, though this figure is subject to further verification.

Research conducted by Becky Carter and Brigitte Rohwerder (GSDRC researchers at the Institute of Development Studies, UK) found that there were 88,149 Ethiopian refugees and 72,278 asylum seekers in various countries. Of these, Sudan was hosting 18,335. The researchers acknowledged that the figures are obtained from UNHCR at the end of 2015.

Citing MoLSA, the report further noted, that there were 460,000 legal migrants between September 2008 and August 2013, 79% of whom travelled to Saudi Arabia, 20% to Kuwait and the rest to Dubai and other countries. It estimated that 60-70% of Ethiopians migrating are irregular migrants – either trafficked or smuggled – generally to the Middle East, particularly the Gulf States.

On the Sudan side, according to a report produced by Erimedrek (an organization for the coordination of Eritrean opposition groups and that keenly follows the situation of Eritrean refugees) in May 2016, the total number of Eritrean refugees in Sudan is more than 114,500, hosted in the nine refugee camps in and around Kassala.

The report further noted that the number of Eritrean refugee arrivals has dropped to between 400 and 600 per month this year from 2,000 a month in 2012.

Major Protection Concerns for Migrants and Asylum Seekers in East Sudan

¹⁰ UNHCR factsheet for Ethiopia issued in January 2016

¹¹ The rest includes South Sudanese (283 416), Somalis (250,182), Sudanese (38, 329), and others (6,549). The GSDRC reports puts the figure at 155,207

Thousands of migrants, refugees and asylum seekers from neighbouring Eritrea and Ethiopia come to Sudan every year. Some of these refugees and asylum-seekers are abducted from Sudan-based refugee camps, eastern border regions, and even from Khartoum and are transported to other countries, including Libya, for exploitative purposes. These abductees are extorted for ransom, and brutalized by traffickers primarily linked to the Rashaida ethnic group in Kassala. Some of them are forced to perform domestic or manual labour and experience severe physical and sexual abuse, indicative of trafficking.

UNHCR, spokesperson Melissa Fleming stated, “over the last two years, we have seen people disappearing from the Shagarab camps. Although some are believed to have been paying to be smuggled elsewhere, most are kidnapped and trafficked. The latter are often held for ransom or trafficked onwards for the purpose of forced marriage, sexual exploitation or bonded labour”.

Those who deliberately resort to smugglers appear to do so for onward movement into Egypt or Libya, and beyond. In many cases they also end up being abused by their smugglers who would sell them to traffickers or detain them for ransom.

What are the principal causes of instability or conflict? Who are the main sources of instability/tensions that affect people in the area? How do these relate to dynamics across the border?

As attempted to show in the preceding sections, there is no serious security threat between Ethiopia and Sudan in the cluster. The main security concern for both countries is reported to be associated with the fear of the possible infiltration of one or another “terrorist group” into either side of the border. On the part of Ethiopia, there is a fear that some armed opposition groups, such as Arbegnoch Ginbot Sebat, Oromo Liberation Front, etc, which the government has designated as “terrorist” and which are said to have their base in Eritrea, would have an entry point through the porous Sudan–Ethiopia border.

The “no war, no peace” situation between Ethiopia and Eritrea has also brought about significant high level tensions around the border.

Consequently, the governments of Sudan and Ethiopia have established a joint security taskforce. The police, security office, customs office, army, administrations of the border districts/regions of both countries are members of this taskforce. In addition to its main focus on security, the taskforce is said to be very helpful in controlling illegal migration and trafficking in persons. The primary reason for the establishment of the taskforce is somewhat vague, since some informants held that it was meant to control and discourage irregular migration, while for

others security is the primary issue. It would seem therefore that the taskforce is trying to deal with both concerns. The officials of the above-mentioned line offices of the two countries hold periodic (often quarterly) meetings to discuss mutual concerns of security and terrorism. Moreover, they regularly exchange timely information and intelligence relevant to their mutual interests.

4. Other Actors and Existing Activities

What responses are already provided by other donors, non-governmental and civil society organisations, IGAD, and partner state governments to address migration, displacement and instability? The team should map who is working in the area, on each side of the border. Any cross border activities should be noted. The activities of each actor should be noted, and a brief summary of what is known about each activity should be provided.

Woreda Level Responses

The local government is aware of the magnitude and severity of the problem of migration and human smuggling. Accordingly, they assert, they have been implementing different measures to mitigate it. The first measure is the establishment of a joint committee or taskforce that deals with the problem, about which more is said in the section that deals with National Response (section 6.1.2, below).

Secondly, based on the assumption that youth unemployment is the main cause of illegal migration of the youth, the Humera Town Administration launched different income generating activities designed to engage young people, in cooperation with donor agencies, NGOs and the woreda microfinance institution. It provided them with training and starting capital. Many of the beneficiaries of this scheme are reported to be successful, however many also complained that the capital was not substantial enough to enable them to engage in any meaningful business.

Another programme for tackling youth unemployment, according to woreda officials, was the laying of cobblestone on secondary roads in the town. It engaged several young people organized into cooperatives, which entered into contract agreements. The programme generated relatively better income, as members of cooperatives earned up to fifteen to twenty thousand Birr each at the end of the contract.

These groups were not allowed to work on the cobblestone project for a second time, and had to engage in other income generation schemes of their preference. To that effect, there was an arrangement whereby the woreda microfinance institution gave loans amounting to 80% of the capital needed for identified business opportunities. However, it was reported that some youth who benefited from this arrangement preferred to migrate to Sudan and beyond, using the loan to pay for smugglers rather than engaging in business.

The experience demonstrated that the amount of money provided by income generating schemes can determine the success or failure of these initiatives. Small loans may not allow

beneficiaries to engage in profitable business, however large amounts may also have drawbacks, as recipients must pay back large sums.

National Level Response

According to a report of a study conducted by the European Union, the Ethiopian government has tried to address the problem of illegal migration at various administrative levels. At the Federal level, it established the National Council against Human Trafficking and Smuggling in June 2012. This body replaced the national task force, which was established in 1993 to deal with the mass exodus of Ethiopians to Southern Africa at that time, and which failed to stem smuggling routes.

The National Council comprises representatives of all regional governments, the Addis Ababa and Diredawa municipal authorities, the National Intelligence Service, the Parliament, the Ministry of Labour and Social Affairs, the Ministry of Foreign Affairs, the Federal Police, the Ministry of Culture and Tourism, the Ministry of Women Children and Youth, the Ministry of Urban Development and Construction, the Confederation of Ethiopian Workers Union, the National Chamber of Commerce, the Government Communication Office, religious institutions, and the Ethiopian Youth Federation. The National Council is sub-divided into four working groups and supported by a law enforcement task force.

Ethiopia also issued Proclamation 909 on 17 August 2015, entitled “The Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants”. The draft legislation proposes imprisonment of 25 years to life imprisonment or a fine up to 500,000 Ethiopian Birr for aggravated trafficking, which may feature physical violence and drugging. The act also proposes imprisonment for 15 to 25 years and fines up to 300,000 Birr for those facilitating such crimes, and penalties of 15 to 20 years and a maximum fine of 300,000 Birr for the smuggling of migrants. The proclamation covers offences related to forging documents and destroying evidence, and sets out various preventative, investigative, and procedural provisions including surveillance options against criminal networks, arrest and detention, and plea-bargaining.

The research also found that community-based task forces, known as Community Discussion Forums are claimed to have been set up in 400 locations in Amhara, Tigray, Oromia, and in the Southern Nations regions. These are supposed to conduct public awareness campaigns on the hazards of human smuggling and trafficking, and the need to provide information to local police and security agencies when situations related with smuggling/trafficking are discovered.

Nonetheless, it should be stressed that the Ethiopian authorities have acquired considerable understanding of the human smuggling and trafficking trends running through their territory. It is also said that Ethiopia has made some 200 arrests of various suspects it alleges are involved

in smuggling and trafficking and has secured the extradition from Kenya of several smugglers known to operate the Southern Route from Ethiopia into Kenya and on to southern Africa.

Non-State Actors Operating in Humera

The number of Non-State Actors (NSA) – including civil society organisations (CSOs), non-governmental organisations (NGOs), bilateral and multilateral organizations and donor agencies – operating in Humera is very small. Moreover, there are no NSAs working on migration or human smuggling/trafficking. This is in spite of the fact that social problems including high magnitude of illegal and risky migration and smuggling/trafficking in persons and high prevalence of HIV, TB and malaria are pervasive.

The NGOs identified include the following:

Organization for Social Services, Health and Development (OSSHD), formerly known as Organization for Social Services in AIDS (OSSA) has its headquarters in Addis Ababa and sub-offices in all regional states. It started operation in Tigray in 1994 to combat the spread of HIV and AIDS and to provide care and support services for those affected. OSSHD was established by the coalition of different governmental and NGOs including the Ministry of Health, well known religious organizations (both Christian and Islam) and humanitarian organisations operating in Ethiopia at the time.

For a quarter of a century, the organization undertook community centred HIV and AIDS programming, whereby several millions of people were able to get direct access to HIV prevention programmes, care and support services, and capacity building interventions. Federal and regional government structures, donors, community based organisations (CBOs), faith-based organisations (FBOs), youth associations and traditional community structures have been the main key stakeholders and partners.

Since 2016, OSSHD broadened its thematic area of intervention to address diverse needs of the Ethiopian people such as sexual reproductive health (SRH), gender development, water, sanitation and hygiene (WASH), harm reduction, TB, malaria and income generating activities. According the Regional Manager, “this is huge strategic shift requiring massive organizational transformation and change. All of these new interventions are meant to complement OSSHD’s historical HIV and AIDS programmes in which it registered significant achievements that enabled it to win the respect and trust of the target population, donor agencies and government partners”.

OSSHD is a member of: the Regional Health Partners Forum and the Thematic Working Group of Tigray Regional Health office; the Mekelle University-Community Forum in the area of HIV

and AIDS, gender and reproductive health; the Youth Development Forum coordinated by the Bureau of Tigray Youth and Sports; the Social Protection Forum coordinated by Tigray Regional Social Affairs Office; and the Alliance of Civil society of Tigray (ACSOT).

It has a none voting seat at the Regional Council representing over 50 CSOs in Tigray, which enabled it to be engaged in the policy making process. Also OSSHD is serving the regional CCRDA platform as vice chair.¹²

It has been working for about 11 years in Humera, including at border kebeles such as Mia Kadra, Mechach, Banat and Lugdi, with focus on prevention and control of the spread of HIV, particularly targeting migrant workers, that come from different regions during the peak agricultural seasons. OSSHD has unequalled experience in community mobilization and behaviour change communication, through the implementation of Community Conversation (CC) and other methods.

Mums for Mums (MfM) is a local NGO established in May 2001 in Mekelle, Tigray, tackling the problem of poverty among young, single, destitute women and helping them become self-reliant and avoid a life of dependency and destitution. It has branch offices in all zones and woredas of Tigray including Kafta Humera, Wolkait, Tegede and Tselemt, and is one of the very strong local NGOs in the region. Although its primary focus is on support for destitute single mothers, it also addresses broader issues, such as environmental sustainability, rehabilitation of irregular migrants and/or returnees, combating harmful traditional practices, promoting social accountability in public services, prevention of the spread of HIV, provision of care and support, provision of reproductive health and family planning services, and the like.

It has 51 permanent staff and 207 voluntary outreach workers, and is working with donors including USAID/AEP, USAID/Land 'o Lakes, CCRDA/CORE GROUP, USAID/FBP, UNWFP, CIP/USAID, CIP/IA, USAID/FBP, Save the Children International/ ENGINE, Mekelle University, World Bank Multi Trust Fund (ESAP2) and Civil Society Support Program (CSSP). It has also been financially supported by different regional sector offices. Most importantly, it has significant experience in community mobilization, economic empowerment of the youth and promoting social accountability. It has been working in and around Humera for more than 7 years.

Medecins sans Frontieres (MSF) Holland is an international medical organization working in Ethiopia, which has been undertaking an HIV and AIDS programme with an annual budget of one million euros, in Humera.

Officials of the organization said in a press conference, that “the HIV and AIDS programme is being implemented in Kafta Humera, located at the Ethiopian and Sudanese border where

¹² (Consortium of Christian Relief and Development, is the largest consortium of NGOs in the country with more than 350 members)

more than 100,000 people are estimated to be addressed”. Moreover, establishing its centre in Shire, it is working in different refugee camps where Eritrean refugees are staying.

Other NSAs that are, or have been, operating in Humera, and about which we have limited information include:

1. New Millennium Development Organization – more specific information on this organisation was not available.
2. PSI – an international organization that works on HIV and AIDS in partnership with OSSHD
3. IHDA – a health professionals association established by the former head of Tigray Health Bureau and associates, currently working in Kafta Humera woreda, specifically in Dima and Adabay

NSAs in Shire

Shire is the biggest town in the vicinity of Humera, where the four refugee camps hosting Eritrean refugees are located. In Shire, there are a number of local and international humanitarian organizations that are working on refugee-related activities in different capacities.

These include:

ZOA Relief/Hope/Recovery: formerly known as ZOA Refugee Care, this is an international NGO based in the Netherlands and working with refugees and internally displaced people (IDPs) in several countries. It has an office in Shire and is working in and around the four refugee camps where Eritrean refugees are found (namely Shimelba, Meinin, Adi Harush and Hitsaks). It focuses on environmental protection, livelihoods, and psychosocial support.

According to the M&E Officer (acting manager during the interview) of the project, the activities, especially those that focus on the host communities, are intended to minimize illegal migration of youth. It is working with three implementing partners namely the Ethiopian Evangelical Church Mekane Yesus (EECMY), Inter Church Cooperation (ICCO), and Ethiopian Orthodox Church – Development and Inter Church Aid Commission (EOC-DICAC).

Under the livelihood programme, ZOA and its partners provide trainings in skills development and business development. So far, 200 and 250 youth have benefited from the two categories of training, respectively. By the time the researcher visited the organization, ZOA and its NSA and government partners were deliberating on the kind of business the trained youth would be engaged in and the average amount of money that should be given as a starting capital. The acting manager noted that, while those trained in different skills of their preference could be

provided with tools (such as sewing machines or hair dressing tools, etc), those trained in business development service (BDS) need to be provided with sufficient starting capital to engage in business.

ZOA's Environmental Protection project seeks to produce alternative energy sources, by introducing a new technology; a machine that produces "char cakes" from the stems of sesame. This has proven very effective and the distribution of the char cake is believed to significantly reduce the depletion of forest resources and woodlands by substituting firewood and charcoal for cooking and heating.

The Ethiopian Evangelical Church Mekane Yesus (EECMY) is the largest Protestant (Evangelical) Church in the country that is implementing various development projects all over the country. It has also been, inter alia, working with refugees from South Sudan, and on inter-clan conflicts in Gambella.

The Ethiopian Orthodox Church is the biggest Church in the country also engaged in development works in many parts of the country. Similar to the EECMY, it has been working with refugees in Gambella.

It is worth noting that these organizations have specific area of intervention in the refugee camps and among the host communities, in line with their respective experience and expertise.

Other organizations working with refugees in Shire include:

- Jesuits Refugee Service (JRS) – which focuses on skills training especially soap production
- Norwegian Refugee Council (NRC) – which focuses on construction and/or maintenance of shelters, child protection and skills training
- MSF Holland – which focuses on provision of health care services
- International Rescue Committee (IRC) – which focuses on the provision of potable water to refugees and host communities
- IHS - which focuses on the provision of mental health services

Moreover, when contemplating potential implementing partners for development interventions in the wider Tigray area, it is worth also noting regional development associations, such as Tigray Development Association (TDA), Relief Society of Tigray (REST), Tigray Youth Association (TYA) and Tigray Women Association (TWA), which are engaged in various development activities in the region. While TDA primarily focuses on construction of schools and health facilities, REST and TYA are involved in diverse development interventions, though the latter specifically targets the youth. TWA is reregistered by the Ethiopian Charities

and Societies Agency as an Ethiopian Society with the objective of addressing the political, economic and social needs of women in the region.

That said, these organizations are not working on migration related interventions in the Humera area, and many informants, including representatives of NSA, believed that their effectiveness was undermined by their large size. Informants also indicated that their status as NSA has for long been questioned, due to their affiliation with the government.

NSAs on the Sudan Side of the Border

UNHCR and IOM are the main actors working to support the Government of Sudan to strengthen security in the refugee camps in Eastern Sudan. Their major areas of focus are enhancing security and mitigating risks, strengthening protection responses, identifying solutions and alternatives, building national capacity and enhancing cooperation. In relation to enhancing security, UNHCR provided solar lamps and successfully installed these at the reception and transit centres at Gedaref, Hamdayet, Wad Sharifey, Shagarab and the newly opened centre at Shalaloub. These lights improve visibility of the centres, which provide first reception, and safe transport of asylum-seekers from the border to Shagarab camps. It should be noted that the second greatest frequency of reported trafficking cases is among those who cross into Sudan from Eritrea and attempt to reach Shagarab camp on foot.

UNHCR and IOM have also significantly scaled up communication with refugees on the risk associated with secondary movements. Between January and April 2015, 51 information sessions benefitting 3,626 new arrivals were conducted by UNHCR staff. The sessions were tailored to the audience and in particular unaccompanied and separated children. Information sessions are delivered immediately upon arrival to Shagarab camp as well as at Wad Sherifey asylum-seekers guest-house along with more general information on camp services and registration procedures. A revised screening form and in-depth interview guidelines have been developed to ensure more accurate identification of trafficking victims and smuggled individuals and targeted referrals due to the higher numbers of reported trafficking incidents in Khartoum since the beginning of 2015.

As a result of a significantly strengthened child protection program in UNHCR Khartoum, 96 per cent of all reported unaccompanied minors that travelled from Ethiopia or Eritrea to Khartoum have remained in Sudan despite initial intentions to move onwards, and are being assisted with health, education and vocational training opportunities. IOM also stepped up information session in schools in Khartoum. So far, five sessions were conducted benefitting 281 students and parents of refugees and migrants about the dangers of irregular migration. The sessions addressed the importance of having correct documents and adapting to the Sudanese culture to ensure personal safety. They also highlighted the dangerous nature of smuggling routes used

and the hardships of migrants' lives in Europe. Another eight awareness creation sessions were held with migrant community leaders, reaching 237 participants on how they can support and inform their communities on the risks of irregular migration.

As a continuation of the host community focus groups, which began in Gedaref the previous year, two focus group discussions were facilitated by UNHCR, COR and NISS for the host communities residing near Shagarab camps to provide a forum where residents can discuss the problem of human trafficking/smuggling. The sessions were timely after a confrontation took place between refugees and host communities in December last year that led to increased tension. Each focus group session involved 45 participants from 11 villages and from various backgrounds such as imams, farmers, truck drivers, teachers and tribal leaders. Locally identified solutions included increasing police and security presence in their communities, livelihood opportunities and improving basic services in the camps which UNHCR has taken up with local security and police.

UNHCR also provides psychosocial assistance in collaboration with two Khartoum-based NGOs – Al Fanar and Seema – as well as psychologists from Human Appeal International (HAI) and the Sudanese Red Cross (SRC) in the Eastern refugee camps.

With the enactment of the Human Trafficking Act in May 2014, UNHCR has monitored and assisted victims of trafficking who are witnesses to prosecutions under the new law with assistance from its legal aid partner, the Sudanese Organisation for Development (SOD).

Other bilateral organizations working on migration and related issues on the Sudanese side include USAID and DFID.

What priorities does IGAD identify for each cluster? What activities might be implemented there?

No specific IGAD intervention was identified in the Humera cluster at the time of the fieldwork, however IGAD's priority areas and its overall achievements so far were uncovered through secondary sources. One such source was the report of the third meeting of the IGAD Regional Consultative Process (RCP) on Migration (established in 2008), held in Addis Ababa in 2013. The theme for the year's RCP was Migration and Regional Integration. Several expert papers were presented that collectively underlined the comprehensive nature of migration as encompassing aspects of security, health, border management, trade, labour, infrastructure, ecological management and over-arching regulatory governance.

The papers depicted the complex vertical and horizontal interrelations between all of these aspects of migration and sought to show that none of these issues can be addressed entirely in isolation. Consequently, the need for institutionalized consultations and cooperation between inter and intra state migration management agencies was emphasized. The I-RCP was recognized as a unique platform in which to coordinate both policy and practice in addressing the various aspects of migration issues between states. The role that specialist non-governmental agencies such as IOM and trans-governmental institutions such as the AU and RECs play was appreciated for the value they add to facilitating intrastate capacity building and fostering inter-state dialogue.

These reports essentially captured how far IGAD has advanced in implementing the objectives of the AU-MPF regionally and also the IGAD Regional Migration Policy Framework (IRMPF) adopted in 2012. Highlights included the various research studies that have been conducted to inform evidence-based policy-making and programme design.

Equal emphasis was given to the role that the guiding documents, such as IRMPF, the Minimum Integration Plan (MIP) and Free Movement of Persons Protocol (FMPP), are playing in establishing policy, legislative and administrative coherence in the IGAD region through, for instance, the establishment of a Regional Migration Coordination Committee (RMCC). It was noted that the IGAD region is the only REC currently that has developed a Regional Migration Policy Framework inspired by the AU Migration Policy Framework.

A number of challenges to this thematic area were also highlighted. Principal amongst them were lack of awareness on the MPFA, involvement of all relevant stakeholders especially the private sector, differentiated priorities of member states, capacity limitations of regional and national migration management agencies and most importantly, the uneven policy and legislative terrain as a consequence of none of the member states having a comprehensive policy on migration. Finally, the following specific recommendations were forwarded:

1. IGAD member states should consider streamlining their national social security frameworks in order to facilitate social benefits for migrant workers
2. The IGAD peace and security mechanisms including conflict early warning should be vigilant on the escalation of tensions in resource rich but remote border areas
3. Community conflict resolution mechanisms should be integrated into the IGAD peace and security framework in order to deliver a locally negotiated lasting peace
4. Marginalized areas should be prioritized in development as they are posting increasingly higher levels of irregular migrants in search of improved social services, enhanced security and better economic opportunities.

Please include activities carried out under existing protocols and working arrangements that span national borders, particularly where official cooperation is constrained. Also identify risks and constraints to implementing such activities.

Sudan and Ethiopia are increasingly engaging in joint initiatives to tackle smuggling and trafficking activities across their common border. Operations have been conducted between authorities in the Benishangul-Gumuz region of Ethiopia and in Blue Nile and Sennar states in Sudan.

Moreover, between July and September 2015, Ethiopian police forces conducted joint operations with police in both neighbouring states of Sudan, repatriating a number of Ethiopians who had been arrested and charged with smuggling people via local farms and villages, for onward transportation to Khartoum, in collaboration with Sudanese smugglers. It is unclear just how many migrants from Ethiopia are travelling through this route into Sudan, but it is unlikely that the Benishangul route is as popular as the Humera and Metema routes, which are in closer reach for refugees and migrants from Eritrea and Somalia entering Ethiopia from its northern borders.

The document concluded by pointing out that the joint operations do not yet extend to the northern border regions of Humera and Metema, which are the principal entry points for refugees and migrants to Sudan.

What activities would you recommend be undertaken in these areas? What additional information may be needed to carry out the activities?

1. Extensive public awareness campaigns

Any public awareness campaigns carried out without an adequate understanding of why people think and behave the way they do, falls short of being successful. The research discovered that the driving force of youth migration is not only poverty, but often has to do with people's state of mind. Despite the fact that the majority of would be migrants are aware of the risks involved (the cases of drowning in the Mediterranean and the treatment of migrants by traffickers, for instance, are well known), many young people remain determined to risk migrating irregularly. This poor risk perception could plausibly be attributed to the fatalistic worldview widespread in Ethiopia characterised by statements such as "one's fate, including the cause and time of one's

death is predestined by God". People who entertain such a belief, would not be deterred from migrating even if they understood the magnitude of the risk involved.

Thus, to do away with, or at least to mitigate, illegal and risky migration, launching an extensive and research-based awareness creation activity is imperative and the awareness creation endeavour should begin by discrediting such fatalistic views.

2. Economic Empowerment of the Youth

Despite the fact that not only the poor but also those from well to do families are said to migrate, poverty and unemployment are still major driving forces of migration that cannot be ruled out. Indeed, unemployment and underemployment are the main push factors, while the envisioned economic benefits in the countries of destination, is the main pull factor.

Income generating activities have been implemented in the past to deter the need for irregular migration. Nevertheless, the research found that many people, especially young people, still choose to migrate in spite of income generating activities and, in many cases, such interventions helped them to pay the costs associated with migrating.

In this context, income generating activities should be well articulated and learn from evidence based research. Furthermore, employment opportunities and economic empowerment should not necessarily be specific to Kafta Humera and its environs, but should include broader geographic areas believed to be origins of the migrations occurring in the cluster. In other words, interventions to improve livelihoods and to build resilience of the wider region should be part of the economic empowerment plan.

3. Ensuring the Proper Implementation of Policies and Regulations

Although the government has issued various policies and regulations to tackle the problem of migration and smuggling/trafficking, the implementation of these policies remain a challenge. Informants asserted that this relates to policies and regulations related to migration and smuggling/trafficking as well as other relevant laws.

4. Enhancing the Transnational Cooperation and Joint Endeavours

Despite the very positive steps taken by the governments of Ethiopia and Sudan in jointly countering human smuggling and trafficking, there is a need to both to enhance this bilateral cooperation and to expand it to include other governments and intergovernmental bodies. As rightly noted in the above cited EU document, *"transnational criminal networks straddle multiple jurisdictions and can only effectively be dismantled by timely, effective information sharing and operations between concerned authorities"*. The document further states that "although the Italian investigations clearly demonstrated that the kingpins in the IGAD region

play a crucial role in the directing of traffic on European soil, senior Ethiopian and Sudanese officials had neither been apprised of the extensive investigations that had been conducted in Europe – even those extensively covered in the media – nor briefed on specific elements that fall within their respective jurisdictions”. In sum, such kind of cooperation and coordination is pivotal in order to successfully combat smuggling and/or trafficking in persons.

5. Strengthening Technical, Financial and Material Capacity of Government and Non-Government Partners

The often observed shortcoming in combating irregular migration has a lot to do with limited capacities of the actors engaged in the mitigation work, including government bodies. It is therefore imperative that interventions by concerned donors and implementing agencies including EU, IGAD, and the concerned UN agencies should include capacity building initiatives targeting different line offices such as the office of labour and Social Affairs, the Woreda Administration, the Police, the Courts, the Prosecution office, as well as non-state actors involved in combatting smuggling and/or trafficking in persons.

In most cases, the capacity building endeavour may be mainly in terms of provision of relevant trainings on issues, such as intervention approaches (modalities of intervention), documentation and reporting, etc, but it may also include material support such as provision of communication instruments of surveillance - field radio, satellite phone, vehicles and the like. Such supports should be based on the results of targeted capacity assessment and identification of gaps.

Please provide an assessment of best practice and lessons learned from existing interventions (including what has worked and what has not worked, especially in terms of existing cross-border mechanisms), risks and potential mitigating measures against them.

In Humera, there is little intervention on migration and human smuggling/trafficking per se, from which we can draw lessons or identify best practices. However, there is a lot that we can learn from the experiences/interventions of many of the NGOs profiled above, even though they are working in areas other than migration.

For example, the community/youth mobilization strategies and activities of OSSHD and MfM, in Humera have worked well. The livelihood promotion and the environmental protection activities of ZOA, in Shire, have also achieved good results. However, further study may be needed to learn more about the details.

The author of this report believes that it is possible to apply best practice and lessons learned from one thematic area to another – for example, to apply a certain methodology or approach utilized in HIV related awareness creation for awareness creation related to irregular migration. A community mobilization approach, such as the Community Conversation that worked well in bringing about behaviour change related to HIV and AIDS could be equally effective in bringing about behaviour change concerning irregular migration.

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Annex 1: Matrix of NSAs Operating on both sides of the border

Organisations Operating on the Ethiopian Side of the Border								
Project	Donor	Implementer	Target location	Target beneficiary	Budget	Project duration	Contact details	Project description
HIV/AIDS prevention, care and support	USAID, Mekele University, PSI,	OSSHD	Tigray, including Humera, Mai Kadra, Mechach, Banat	Local communities and migrant workers	686,496.00 USD for the year 2015.	2 years	Ato Yirga, Email, ossatigray@gmail.com Tel +251 914703917 P.O.Box 509, Mekele	The project focuses on controlling the spread of HIV both among migrant workers and local communities. The approach includes- peer education, promotion of HCT, distribution of condoms, IEC/BCC material distribution community/youth mobilization using community conversation (CC), youth economic empowerment (IGA), etc
Social accountability	USAID/ATEP, USAIDS/Land 'o Lakes, CCRDA/CORE GROUP, USAID/FBP, UNWFP, CIP/USAID, CIP/IA, USAID/FBP, save the children /ENGINE, World Bank (ESAP2), Civil Society support programme (CSSP)	Mums for Mums (MfM)	Tigray including Humera, Wolkait, and Tselemti woredas	Local communities and migrant workers	1,000,000.00 USD		Ato Ashenafi Asmelash Ashenafiasmelash@gmail.com , Tel +251 914720866 Website: www.mumsfor mums.org.et	Promotion of social accountability (related to public services), prevention of GBV and prevention and control of HIV, home based care for AIDS patients, skills development of young women and engagement in IGAs, youth focused social mobilization against HIV and AIDS
Multifaceted Support to refugees and host communities	Netherlands Ministry of Foreign Affairs	ZOA Relief/Hope/Recovery	Shire	Refugees and host communities	2.500,000 Euro		Jason Forauer, +251 935021458 Zoa.shire.pgm@gmail.com Bereket Godefay, +251 912496070	Livelihoods (Skills training, IGA) Environment (alternative energy source), psychosocial support, for refugees and host communities in and around four refugee camps

							zoa.shire.mediator@gmail.com	
HIV/AIDS Prevention and control		Medecins sans Frontieres (MSF) Holland	Kafta Humera and Shire	Migrant workers, local community and refugees	1,000,000 Euro	1 year		HIV and AIDS, prevention, care and support. The Humera project was implemented in partnership with OSSHD
	ZOA Relief/Hope/Recovery	Ethiopian Evangelical Church Mekane Yesus (EECMY)	Shire	Refugees and host communities	350,000 Euro	1 years		
	ZOA Relief/Hope/Recovery	Ethiopian Orthodox Church (EOC-DICAC)	Shire	Refugees and host communities	350,000 Euro	1 year		
Skills training and psychosocial support		Jesuits Refugee Service (JRS)	Shire	Refugees				Adi Harush and Mai Aini. Mai Aini is home to nearly 11,000 refugees. It Provides skills training especially soap production and psychosocial counseling to help refugees cope with the stress of their displacement,
Environment, Economic empowerment and psychosocial support	ZOA Relief/Hope/Recovery	ICCO	Shire	Refugees and host communities	100,000 Euro	1 year		
Support to refugees and host communities		Norwegian Refugee Council (NRC)	Shire	Refugees and host communities				Construction and/or maintenance of shelters, child protection and skills training
WASH		International Rescue Committee (IRC)	Shire	Refugees				Provision of potable water to refugees and host communities
Organizations on the Sudan Side¹³								

¹³ Please note that, as it was not possible to physically carry out research on the Sudan side of the border, information about the NGOs, agencies and institutions operating on this side of the border is not complete. It is expected that information on these actors will be supplemented once additional research has been subsequently carried out.

Tackling smuggling and trafficking in persons	EU	UNHCR and IOM	Gergef, Hamdayet, Wad Sharifey, Shagarab and Shalaloub refugee camps	Refugees/asylum seekers and communities		5 years		Enhancing security and mitigating risks, strengthening protection responses, Identifying solutions and alternatives, Building national capacity and Enhancing cooperation.
Governance and security, Humanitarian assistance, economic development and WASH	UK	DFID	Sudan	Communities and refugees		2 years		<ol style="list-style-type: none"> 1. Alleviate humanitarian suffering: provide protection and life-saving support to conflict-affected populations. Where possible build the resilience of communities to cope with shocks. 2. Improve sustainable access to basic services for the most vulnerable populations 3. Support macro-economic stability and steps towards pro-poor policy/budget reform: ameliorate the impact of the adjustment process on the poor and support pro-poor policy development. 4. Lay the foundations for a more democratic, peaceful and prosperous future: we will invest in non-state actors, who are critical for driving change. <p>Moreover, there is a cross-cutting and specific programme focus on girls and women – to address their vulnerabilities (e.g. violence in conflict settings and FGM) and support their potential as drivers for change</p>

NGOs operating in Sudan, about which we know very little, except that they work in partnership with UNHCR and IOM in East Sudan include:

Al Fanar

Seema

Human Appeal International (HAI)

Sudanese Red Cross (SRC)

Sudanese Organisation for Development (SOD)