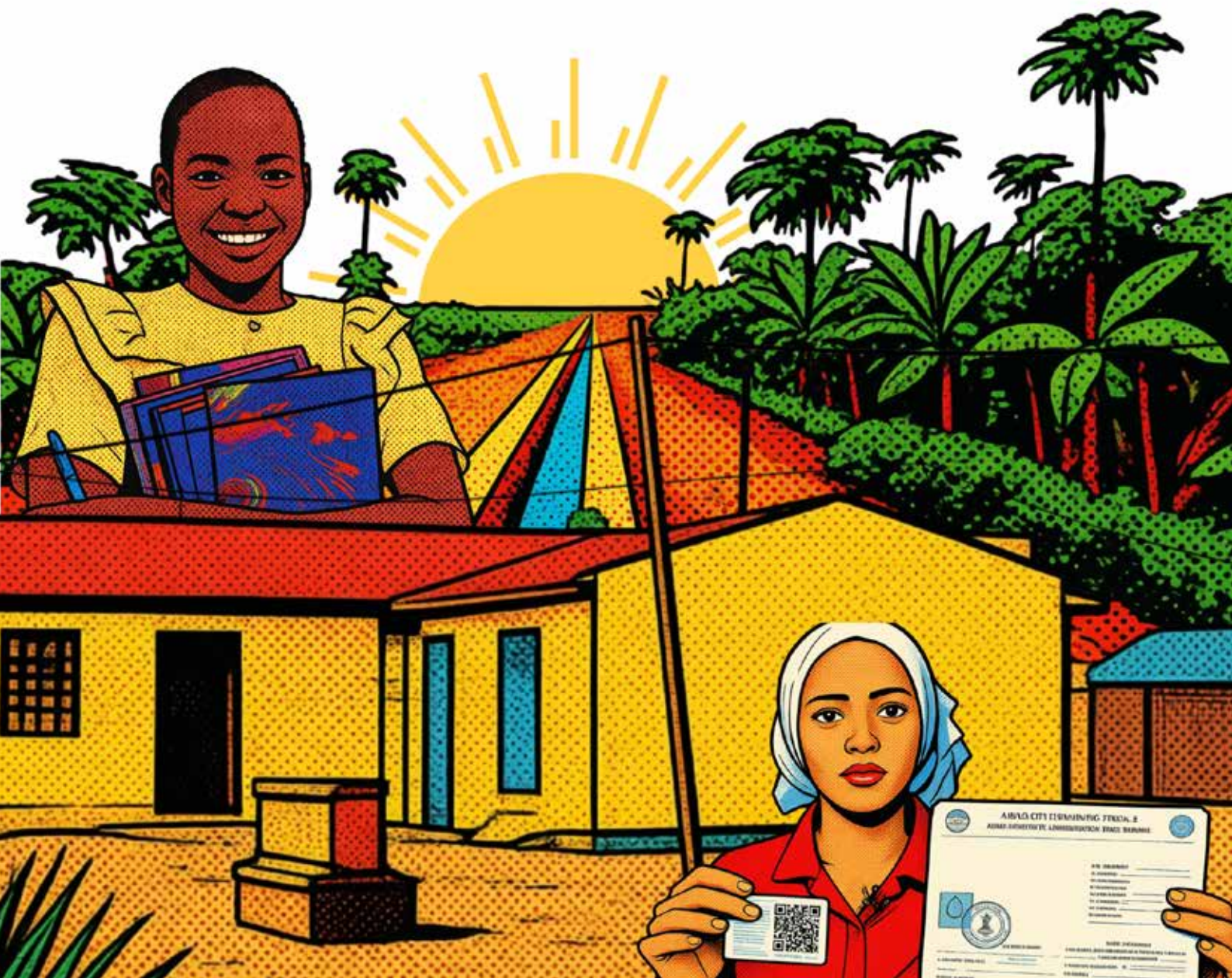




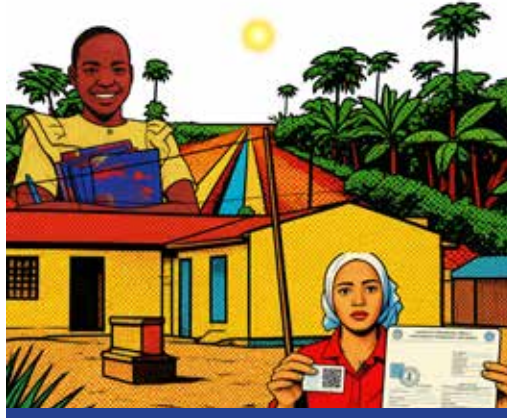
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THE MAKATET ROADMAP





FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA

የማካተት ፍኖተ ካርታ THE MAKATET ROADMAP



The Makatet Roadmap is the National Framework for the Socio-Economic Inclusion of Refugees. It represents a transformative shift in Ethiopia's approach to forced displacement, moving beyond traditional humanitarian aid toward a sustainable development-led model. Guided by the Refugees and Returnees Service (RRS), the Makatet Task Team, and UNHCR, this framework consolidates the nation's 2023 Global Refugee Forum (GRF) pledges into a strategic blueprint for integrating refugees into national systems. Developed through an extensive consultative process in 2024 and 2025 with support from partners like the World Bank and the German Development Cooperation, the Roadmap prioritizes self-reliance, the right to work, and the transformation of settlements into integrated communities. By fostering economic empowerment and social cohesion, the Makatet Roadmap serves as a cornerstone for Ethiopia's long-term vision of shared prosperity and inclusive growth for both refugees and host communities alike.

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ACRONYMS

BIMS – Biometric Identity Management System
BO – Branch Office
CBO – Community Based Organizations
CRGE – Climate Resilient Green Economy
CRRF – Comprehensive Refugee Response Framework
CRVS – Civil Registration and Vital Statistics
DRCS – Digital Request and Complaint System
GBV – Gender Based Violence
GCR – Global Compact on Refugees
GIZ – Deutsche Gesellschaft für Internationale Zusammenarbeit
GLI – Green Legacy Initiative
GOE – Government of Ethiopia
GRF – Global Refugee Forum
HDP – Humanitarian, Development and Peace
IDP – Internally Displaced Person
INGO – International Non-Governmental Organization
NDC – Nationally Determined Contribution
NGO – Non-Governmental Organization
OAU – Organization for African Unity
OSC – One Stop Centres
RLO – Refugee Led Organizations
RRS – Refugees and Returnees Service
RSD – Refugee Status Determination
SDG – Sustainable Development Goals
TOR – Terms of Reference
TVET – Technical Vocational Education and Training
UN – United Nations
UNHCR – United Nations High Commissioner for Refugees
WASH – Water Sanitation and Hygiene



EXECUTIVE SUMMARY

As of December 2025, Ethiopia hosts over 1.1 million refugees, making it Africa’s third largest refugee hosting country, mainly located in Gambella, Somali, Benishangul Gumz, Afar, Amhara and Tigray regions – with some in urban areas outside of those regions. Refugees hosted in Ethiopia are mainly from Eritrea, Somalia, South Sudan, and Sudan. Ethiopia has opened its doors to refugees by maintaining a longstanding practice of hosting vulnerable refugees in line with applicable international conventions. The Government of Ethiopia (GoE) has remained committed to the Global Compact for Refugees (GCR) through making and implementing pledges at the 2016 leaders’ summit, the 2019 and 2023 Global Refugee Forums, and enacting national legislation in line with maintaining the protections, dignity, and rights of refugees.

Refugee displacement often lasts for over a decade, and over time, short-term humanitarian support to refugee hosting areas, which faces inherent challenges of sustainability, decreases significantly. The average length of time that refugees have been in Ethiopia is approximately 15 years; however, there are areas of the country where refugees have been hosted for over 30 years. Overall, **95% of refugees in Ethiopia live in a protracted situation.** They are often in vulnerable areas in the country with low development outcomes. Though they usually live harmoniously with their host communities, scarcity of resources, limited economic opportunities, limited human development, and dwindling humanitarian support risk deepening poverty in these areas and adversely affecting refugee and host community relations.

To counter these trends, sustainable and long-term approaches to hosting refugees which aim to transition rapidly and efficiently away from short-term subsistence approaches to comprehensive, medium- to longer-term responses that promote self-reliance and resilience of refugees and their host communities are crucial. A primary principle of such support is the equitable benefit of host communities and refugees

As such, the Government of Ethiopia has made several pledges and commitments to refugees. As such, the Government of Ethiopia has made several pledges and commitments to support inclusion of refugees including as part of the CRRF, as well as the GRF in 2019 and 2023. These commitments reflect Ethiopia’s longstanding leadership in this area.

Despite having achieved high rates of economic growth in recent decades, Ethiopia continues to face development challenges. To address this, the Government has introduced the **“Ten Years Development Plan: A Pathway to Prosperity,”** which aims to boost economic growth, create jobs, and enhance access to essential services like education and healthcare. The Development Plan, which spans from 2021 to 2030, aspires to establish Ethiopia as an “African Beacon of Prosperity” through a focus on inclusive development.

The Makatet Roadmap’s overarching objective is to enhance the self-reliance and socio-economic inclusion of refugees and revitalization of host communities in Ethiopia through a government-led, climate-sensitive, cost-effective, and sustainable approach, thereby creating a comprehensive national refugee inclusion agenda that builds on and consolidates Ethiopia’s longstanding and progressive efforts in this area.



commitments while creating space for dialogue, collaboration, and policy innovation to address emerging challenges. While broader constitutional and legal matters such as citizenship and land tenure system remain outside its direct scope, the roadmap provides a platform through which stakeholders can collectively identify and advance practical solutions that support inclusion objectives in line with national priorities.

The roadmap should be understood within the broader framework of durable solutions for refugees. While voluntary repatriation, resettlement, and complementary pathways remain important and supported solutions, the roadmap primarily contributes to local integration by promoting the progressive inclusion of refugees within national systems, services, and socio-economic structures. By strengthening access to education, livelihoods, protection, and public services, the roadmap also contributes to creating conditions that can facilitate the realization of other durable solutions over time.

The Makatet Roadmap features **6 strategic pillars**:

1. ENVIRONMENTAL PROTECTION AND RESILIENCE

This pillar aims to ensure environmental protection, enhance **climate resilience** to foster sustainable development, enhance refugee and host community access to **sustainable energy** sources as well as resilience to climate-induced shocks and build **social cohesion**.

2. ECONOMIC INCLUSION

This pillar aims to strengthen economic inclusion and self-reliance of refugees and their host communities through ensuring access to **employment opportunities, financial inclusion** in line with national standards, thereby promoting social cohesion.

3. PROTECTION AND DURABLE SOLUTIONS

This pillar aims to strengthen protection outcomes by investing in enhancement of systems, strengthening capacity of **national protection systems**, improving protection service delivery, and mainstreaming, and facilitating access to **durable solutions** in line with existing laws, policies, and procedures.

The roadmap is particularly timely given increasing uncertainty of humanitarian financing as of early 2025. In this context, the roadmap represents the Government of Ethiopia's initiative to develop a more sustainable, efficient, and cost-effective implementation and coordination framework for hosting refugees. Key to these efforts is strengthening national systems at federal and subnational levels. The roadmap will also ensure coherence and alignment between the various laws, policy frameworks, sector and area-based plans and programs by ensuring that stakeholders work across the HDP nexus towards collective outcomes.

The Makatet Roadmap rests on several important principles, key of which include:

- Whole of **Government-led** approach
- **Sustainable** and long-term programming
- **Prioritized** and **phased** implementation
- Humanitarian, Development and Peace (HDP) Nexus
- Responsibility-sharing
- **Host communities** and **refugees** as part of the solution
- **Protection** mainstreaming

The Makatet Roadmap provides a government-led strategic framework for advancing the socio-economic inclusion of refugees while strengthening the resilience and development of host communities. It consolidates existing commitments, policies, and sectoral priorities into a coherent framework that promotes inclusion through national institutions, systems, and service delivery mechanisms.

Makatet is not a legislative or legal reform instrument. Rather, it serves as a strategic policy and coordination framework that supports the implementation of existing legal and policy

4. ACCESS TO BASIC AND SOCIAL SERVICES

This pillar aims to ensure that host communities and refugees benefit from improved **basic and social service delivery**, through national systems, and in line with national standards. This pillar will aim to achieve this result by focusing on two main areas:

- 1) enhancing national infrastructure for basic service delivery (**education, health, WASH, housing, social protection**); and
- 2) by facilitating refugees' **inclusion** and equitable access into these basic services.

5. CAPACITY BUILDING, SYSTEMS DEVELOPMENT AND INSTITUTIONAL MAINSTREAMING

This pillar aims to strengthen **institutional capacity** and improve systems for an effective, sustainable and cost-effective refugee response, while ensuring institutional mainstreaming. It serves as the foundation for mainstreaming inclusion within national systems. Beyond this pillar, the Makatet Roadmap emphasizes the importance of **capacity building** and mainstreams across all relevant pillars and sectors to ensure that long term capacity is built (whether physical infrastructure, human resource capacity, or systems strengthening) to ensure successful realization of Makatet's objectives.

6. PARTNERSHIPS, COORDINATION AND ADVOCACY

This pillar establishes **mechanisms for comprehensive and inclusive coordination** aligned with the HDP Nexus, and strengthens partnerships among government entities as well as non-state actors, and refugee communities, with structured arrangements to ensure refugees can meaningfully shape planning, implementation, and decision-making. It creates platforms for the government and development partners to jointly promote, support, and coordinate the sustainable and integrated implementation of the roadmap across federal, regional and woreda levels. It also drives advocacy and communication to raise awareness of and build support for the Roadmap, and mobilises financial and technical resources from donors, partners, and the private sector to sustain its implementation. The Makatet Roadmap represents a transition framework towards refugee inclusion rather than a five-year plan through which inclusion will be fully realized. Sustainable inclusion requires significant preparatory work to strengthen institutions, systems, and implementation capacities necessary for implementation. Pilot interventions are therefore a critical component of the Roadmap, generating evidence, lessons learned, and implementation models that will inform phased expansion and progressive integration into national systems. The Roadmap is designed to guide and accelerate this transition, recognizing that achieving full inclusion will require sustained commitment and investment beyond the five-year timeframe.

The successful implementation of the roadmap depends on **strong national leadership and sustained partnerships**. The Government of Ethiopia will continue to demonstrate its **commitment through policy reforms**, institutional leadership, strengthened coordination, and the progressive integration of refugees into national systems and services. At the same time, the realization of the roadmap's objectives will require continued financial, technical, and political support from development partners, international financial institutions, United Nations agencies, civil society organizations, and the private sector, consistent with the **principle of international responsibility-sharing**.

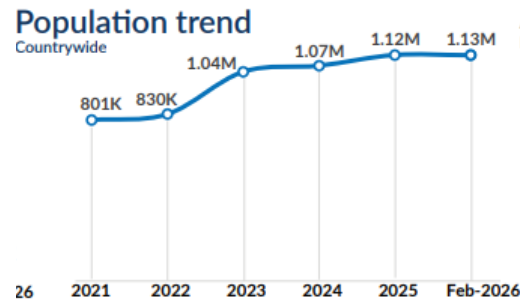
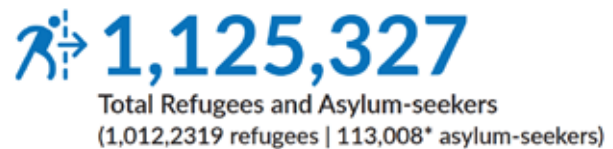
To strengthen **accountability, transparency, and effective monitoring of implementation**, the Government will work toward establishing mechanisms within national planning, budgeting, and public financial management systems to track investments supporting the roadmap. These mechanisms will facilitate resource allocation, monitor progress against agreed results, support evidence-based decision-making, and strengthen coordination across sectors and regions.

The institutional arrangements that will guide the implementation of the Makatet Roadmap include a **National Steering Committee** with ministerial representation, **Technical Committee**, and regional, city and woreda steering committees. This is complemented by an **Advisory Forum** comprising humanitarian and development actors. A detailed TOR outline their composition and responsibilities.

Ultimately, the Makatet Roadmap represents Ethiopia's commitment to moving **from fragmented and parallel approaches toward integrated national systems** that promote self-reliance, resilience, social cohesion, and sustainable development for both refugees and host communities.

BACKGROUND

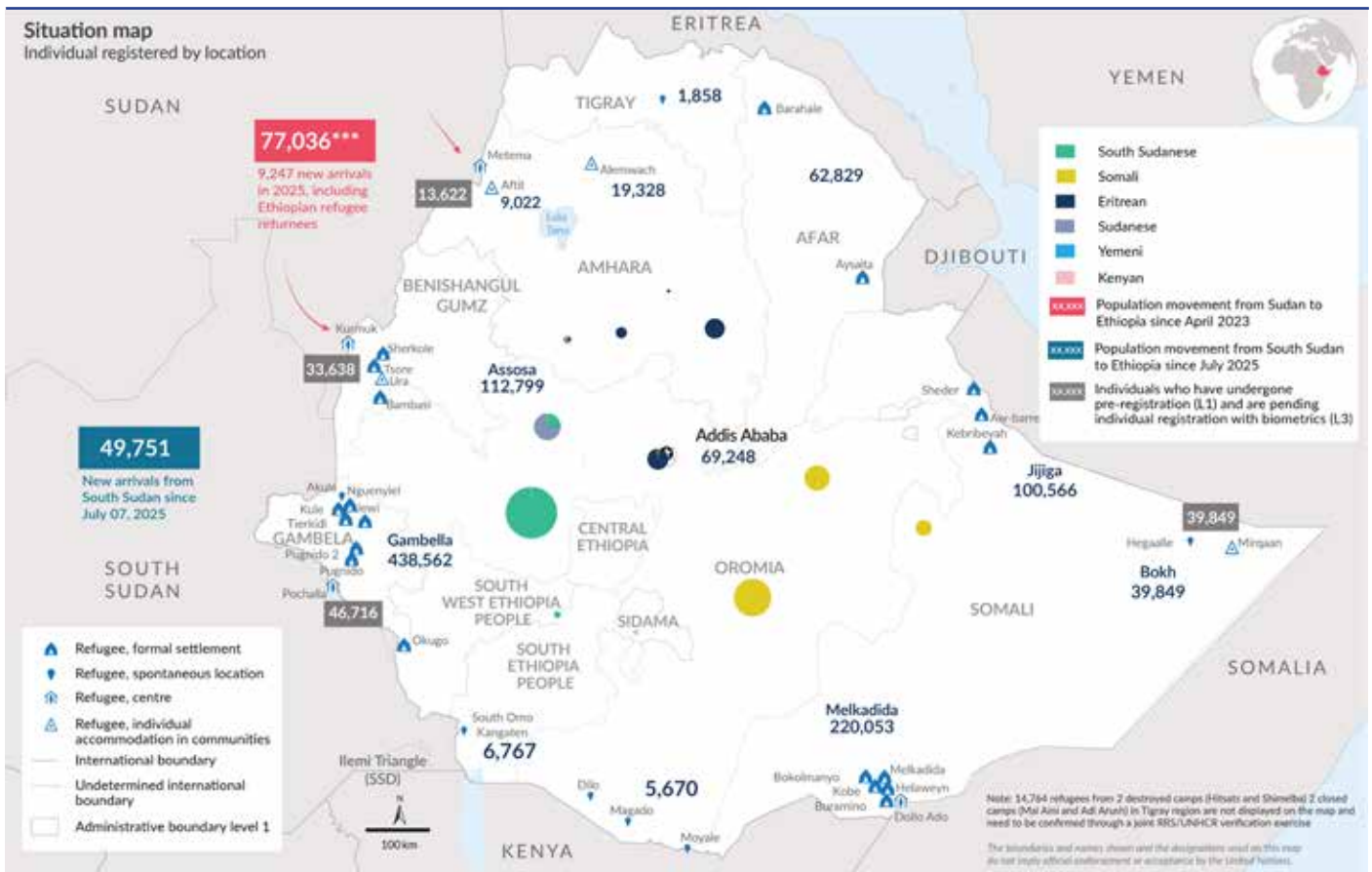
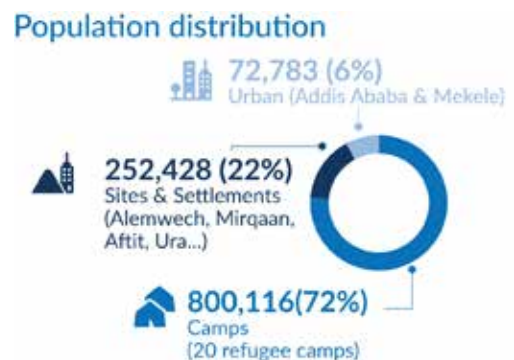
Ethiopia has a long history of hosting refugees, providing protection and assistance for decades through an open-door policy based on the international and regional refugee conventions to which Ethiopia is a party: 1951 UN Convention relating to the Status of Refugees, and its 1967 Protocol and the 1969 OAU Convention governing the specific aspects of refugee problems in Africa. Currently, over 1 million refugees and asylum seekers reside in Ethiopia, primarily from South Sudan, Somalia, Eritrea, and Sudan, with many living in established camps and sites across six (Gambella, Somali, Benishangul-Gumuz, Afar, Amhara and Tigray) of the country's twelve regions.



Countries of origin

Country of origin	Total Individuals	Percentage
South Sudan	484,957	43%
Somalia	360,713	32%
Eritrea	169,902	15%
Sudan	98,941	9%
Kenya	5,673	1%
Yemen	2,502	<1%
DR Congo	914	<1%
Syrian Arab Republic	750	<1%
Others**	975	<1%
Total	1,125,327	

^aOthers include: Burundi (336 individuals); Djibouti (56). In total refugees and asylum seekers registered in Ethiopia come from 34 different countries.



*Among the total 105,407 asylum seekers, 9,750 are pending individual Refugee Status Determination (RSD) procedures, the remaining 95,657 are pre-registered (8.1) and categorized as 'asylum seeker'

***Sudan Emergency: arrivals in need of international protection from April 2023 to October 2025. Level 1 (L1) pre-registration figures. A total of 77,036 individuals pre-registered, including 45,118 Sudanese, 10,708 other nationalities, and 21,210 Ethiopian refugee returnees.

Update date: 13 November 2025

Sources: UNHCR, RRS, UNCS, CSA Ethiopia.

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BACKGROUND (CONT'D)

The majority of refugees are concentrated mainly in **border areas** together with an estimated **1.6 million host communities**¹ and are living in situations of new emergency, post emergency, and protracted. 95% of refugees live in a protracted situation, with the average length of time that refugees have been in Ethiopia being almost 15 years; however, there are refugee areas where the refugees have been hosted for over 30 years. Approximately 80% of the refugees are women and children. Most of the refugee population in Ethiopia and their host communities reside in very fragile border areas with limited services, economic potential, poor infrastructure, and highly vulnerable to the effects of climate change and natural disasters. Instability, conflicts, and crises in neighbouring countries coupled with climate shocks in the East and Horn of Africa has led the country to host an increasing number of people seeking protection and assistance (see box 1). Approximately 15% of the refugee population are hosted in urban settings.

The effect of refugee displacement on host communities and their environs is multi-faceted and complex. Refugees face unique vulnerabilities as they often are fleeing from conflict or disaster, having experienced catastrophic losses. When people cross borders into Ethiopia in search of shelter and safety, they often settle as asylum-seekers or refugees in border areas amongst host communities that already face significant poverty and socioeconomic challenges. These areas often have limited services, few economic opportunities and private sector investment, poor infrastructure, and vulnerability to climate-related shocks and natural disasters. New displacement to an area can have a substantial impact on the environment and can contribute to competition over limited livelihoods and economic opportunities. Being non-nationals, refugee access to services and markets can be challenging or limited. On the other hand, refugees often come with their own capital which hosting areas can often benefit from, varying from labour, skills, finances, cross-border trade, and other forms of capital. In addition, aid flows to refugee situations often have a positive impact on services in refugee-hosting areas. These areas often benefit from expanded service delivery, new market opportunities, and other new investments.

Over time, the traditional model for humanitarian aid delivery to refugee-hosting areas faces significant challenges.

1. Refugee-hosting communities are defined as woredas directly hosting refugee sites and settlements and areas within a 30-kilometer radius of refugee sites. In urban settings, woredas with a registered number of refugees higher than 300 refugees or 100 refugees encompassing more than 20 percent of the woreda population, the entire woreda population could be considered host communities

Parallel delivery of services through humanitarian actors is often costly, not aligned with national systems and services for host communities, and have unsustainable cost recovery mechanisms. Combined with limited access to national services and opportunities, this can lead to long-term dependency or grievances between refugees and host communities. In addition, due to competing priorities, new emergencies, and changes in policy, external support to refugee-hosting areas experiences a drawdown over time. The cumulative effect of these dynamics can lead to deteriorating service delivery and persistent poverty traps marked by limited opportunities, short planning horizons, adverse coping mechanisms, and depleted human capital. Addressing these challenges requires self-reliance and equitable access to more sustainable and strengthened national services and opportunities for both host communities and refugees.

The Government of Ethiopia (GoE) has demonstrated its solidarity with refugees and asylum seekers by being an early leader in pursuing and formally launching the **Comprehensive Refugee Response Framework (CRRF)** in 2017. It further reinforced this commitment by endorsing the Global Compact on Refugees (GCR) in 2018. Ethiopia has remained committed to the GCR by actively implementing the pledges made at the 2016 Leaders' Summit on Refugees, as well as those presented at the Global Refugee Forums (GRFs) in 2019 and 2023.

During the first GRF in December 2019, GoE made four policy pledges (see box 2). In 2019, Ethiopia also issued the Refugee Proclamation, No. 1110/2019 ("Refugee Proclamation"), which is among Africa's most progressive refugee laws, representing a significant step forward from Ethiopia's past refugee proclamation and provides the juridical backing for this forward leaning refugee response. The Proclamation provides access to education, health and vital events registration services, freedom of movement, the right to engage in wage earning employment and business enterprises as individuals or in groups, among others.

At the **second GRF in December 2023, GoE made additional policy commitments aimed at addressing emerging challenges and opportunities**. These progressive pledges reflect Ethiopia's priorities for the GRF and garnered substantial support from various stakeholders though multi-stakeholder pledges and pledge-matching from different actors (see box 2).



Box 2: Evolution of Ethiopia's Longstanding Leadership in Operationalizing the GCR

2016 Leaders' Summit Pledges	2019 GRF Pledges	2023 GRF Pledges
Out of Camp Pledge - Expansion of the "Out-of-Camp" policy to benefit 10% of the current total refugee population. Education Pledge - Increase of enrolment in primary, secondary and tertiary education to all qualified refugees without discrimination and within the available resources. Work and Livelihoods Pledges - Provision of work permits to refugees and to those with permanent residence ID. - Provision of work permits to refugees in the areas permitted for foreign workers, by giving priority to qualified refugees. - Making available irrigable land to allow 100,000 people (amongst them refugees and local communities) to engage in crop production. - Building industrial parks where a percentage of jobs will be committed to refugees. Documentation Pledge - Provision of other benefits such as issuance of birth certificates to refugee children born in Ethiopia, possibility of opening bank accounts and obtaining driving licenses. Social and Basic Services Pledge - Enhance the provision of basic and essential social services. Local Integration Pledge - Allowing for local integration for those protracted refugees who have lived for 20 years or more in Ethiopia.	Education Pledge - Provide equitable, quality, and accredited skills training to 20,000 refugees and host communities. Jobs/ Livelihoods Pledge - Create up to 90,000 socio-economic opportunities through agricultural and livestock value chains benefiting both refugees and host communities. Energy/ Environment Pledge - Provide market-based and sustainable household and facility-based energy solutions for three (3) million people through promoting clean, renewable energy sources. Protection/Capacity Pledge - Strengthen the Government's asylum system and social protection capacity.	Climate Action - Address the environmental impact resulting from hosting large number of refugees by planting 100 million multi-purpose seedlings, executing environmental rehabilitation activities and providing alternative source of energy, including national grid and solar mini-grid connections. With this pledge Ethiopia also commits to include refugees to the National Adaptation Plan. (SDG 5, 7, 13, 15) Human Settlement - Transform selected refugee camps into sustainable urban settlements by enhancing the quality and availability of shelter, infrastructure, and public services, such as roads, electricity, water, sanitation, health, and education by aligning them with adjacent towns' masterplan, by 2027. (SDG 5, 6, 7, 11). Inclusion of Refugees into Existing National Systems - Enhance the capacity of GoE to include 1 million refugees into the national Central Statistics Service (CSS), the national Gender-Based Violence (GBV) prevention and response programs, 814,000 refugees into the national ID program, refugees secondary transform selected refugee camps into sustainable urban settlements by enhancing the quality and availability of shelter, infrastructure, and public services, such as roads, electricity, water, sanitation, health, and education by aligning them with adjacent towns' masterplan, by 2027. (SDG 5, 6, 7, 11) Private Sector Engagement - Improve the enabling environment for private sector engagement and investment to foster socio-economic development and to boost productivity of refugee and hosting communities. (SDG 8) Access to Land - Provide access to 10,000 hectares of irrigable land through lease arrangements and promote climate-smart agriculture and livestock value chain contributing to improved food security and socio-economic empowerment of refugees and host communities of which at least 50% being women and 30% refugees. (SDG 15) Digital Connectivity and Access to Documentation - Enhance digital infrastructure in refugee hosting areas to facilitate refugee inclusion to the digital economy including digitally enabled livelihood opportunities and financial inclusion as well as to foster their access to socio-economic e-services, including standardized travel documents. (SDG 9)

Government of Ethiopia's Strategic Priorities

Home-grown green economy

Electrification and solarization

Institutional transformation

Sustainable development financing

Equitable access basic and social services

Private Sector-led Economic Growth

Agricultural development and mechanization

Privatization

Infrastructure development

Innovation and Technology/Digitalization

Sustainable Development Goals

Ethiopia's continued commitment to the socio-economic inclusion of refugees unfolds amid a backdrop of significant national challenges. Building on a progressive legal and policy framework, GoE has made meaningful strides in fulfilling previous pledges to integrate refugees into national systems. The government maintains strong ownership and leadership in both humanitarian and development responses. However, it faces persistent obstacles, including economic downturns, high inflation, widespread youth unemployment, internal displacement driven by conflict, escalating ethnic tensions, and the growing impacts of climate change. While progress has been made, the effective implementation of refugee pledges remains constrained by these complex and interrelated issues.



THE MAKATET ROADMAP

VISION

All refugees and host communities live peacefully, attain self-reliance, build resilience, and enjoy decent and productive lives. Host communities will benefit from improved social services and economic opportunities as a result of hosting refugees while refugees will benefit from further access and inclusion into strengthened national systems and economic opportunities. By promoting equitable access to resources, opportunities, and services, we aspire to build vibrant, diverse communities where everyone can contribute meaningfully to Ethiopian society and economy, in line with the national vision and priorities of Ethiopia.

SCOPE

This Roadmap represents a comprehensive national initiative developed by the GoE in collaboration with partners. It establishes a robust framework and provides strategic direction for the inclusion of refugees into national systems, while ensuring that host communities benefit from better services and opportunities. The roadmap aims to help the GoE achieve a more sustainable, efficient and cost-effective model for refugee hosting. Designed with a 5-year outlook, this Roadmap is adaptable to evolving circumstances and aligns with the 10-Year Development Plan of Ethiopia (2021-2030), existing refugee policies, and other relevant frameworks and policies.

The Makatet Roadmap is not intended to serve as a legislative or legal reform instrument. Rather, it provides a strategic framework for consolidating and advancing Ethiopia's commitments toward the socio-economic inclusion of refugees and host communities. It provides a platform for enhanced coordination among relevant stakeholders to support the effective implementation of existing laws, policies, and national and international commitments. While the Roadmap does not itself establish new legal rights or obligations, it creates an enabling environment for identifying, prioritizing, and advancing legal and policy reform initiatives where necessary to further strengthen refugee inclusion and sustainable solutions – guided by the principles of the Global Compact on Refugees.

The roadmap should be understood within the broader framework of durable solutions for refugees. While its primary focus is to advance the inclusion of refugees within national systems and service delivery structures, it does not diminish the continued importance of voluntary repatriation, resettlement, and complementary pathways. Rather, by promoting access to education, livelihoods, skills development, social services, and national systems, the roadmap contributes to creating conditions that can support the realization of all durable solutions, including opportunities linked to labour mobility, education pathways, and sustainable reintegration upon return.

While issues such as naturalization (citizenship), access to land, and other related matters remain governed by broader constitutional and legal frameworks and therefore fall outside the direct scope of this Roadmap, their importance to advancing refugee inclusion and durable solutions is fully recognized. In this regard, the roadmap seeks to foster a collaborative environment through which government institutions, development partners, and other stakeholders develop innovative and pragmatic solutions that advance inclusion objectives while remaining consistent with existing legal frameworks and national priorities.

The roadmap aims to support over one million refugees, along with their host communities. It reflects a national commitment to fostering inclusion, social cohesion, and active participation among refugees and host communities, ensuring equitable access to quality services through national systems, as well as economic opportunities in order to attain self-reliance and resilience.

Makatet represents a government-led, sustainable, cost-effective model of refugee management that reinforces national ownership and the integration of refugees into existing structures, building on ongoing efforts to institutionalize service delivery and strengthen system resilience. The implementation of Makatet recognizes the continued importance of international responsibility sharing and donor support to ensure a smooth transition toward nationally managed, cost-effective, sustainable services.

Implementation of the Makatet Roadmap will be guided by temporal and area-based planning approaches, responsive to the enabling environment on the ground. As part of its accompanying implementation plan, Makatet will ensure a prioritized, realistic and sequenced implementation approach that takes into account likely levels of available resources and develops realistic and data-informed targets accordingly. Furthermore, it is a dynamic document, set to be reviewed and updated as needed to adopt to shifts in the political economy, changes in the refugees' countries of origin, and global forced displacement scenarios.

OBJECTIVE

The Makatet Roadmap's overarching objective is to enhance the self-reliance and socio-economic inclusion of refugees and revitalization of host communities in Ethiopia through a government-led, climate-sensitive, cost-effective, and sustainable approach, thereby creating a comprehensive national refugee inclusion agenda that builds on and consolidates Ethiopia's longstanding and progressive efforts in the area.

The Makatet Roadmap will add value to Ethiopia's existing refugee management strategy in several key aspects:

- Establishing a sustainable, efficient, and cost-effective implementation and coordination framework for Ethiopia's refugee response, in line with national laws and global commitments, alongside developing a realistic, data-informed and first-priority operational plan.
- Ensuring efficiency, optimization and sustainability of the refugee response in Ethiopia, through gradual inclusion in national systems and strengthening of those systems, where needed, for the benefit of host communities and refugees.
- Ensuring coherence and alignment between the various laws, policies, pledges, area-based plans, and programming by making sure that all key stakeholders across the Humanitarian Development Peace (HDP) nexus work towards a series of collective outcomes established through the Makatet Roadmap and its coordination structures.

To achieve these objectives, this 5-year roadmap aims to secure continued technical and financial support from and partnership with the international community (including donors, development partners, private sector) to enable a transition towards a more sustainable and cost-effective refugee response. As such, it focuses on fostering ownership and buy-in for the refugee inclusion agenda at national, regional, and local levels, while shifting toward sustainable and long-term programming.

GUIDING PRINCIPLES

Whole of Government Approach

The Government of Ethiopia will continue to lead refugee response and inclusion efforts through a coherent, efficient, sustainable, system-wide approach encompassing all levels - federal, regional, and local, including line ministries - in collaboration with key stakeholders.

Whole of Society Approach

The roadmap also aims to engage a wide array of stakeholders including national NGOs and civil society, private sector, media, academia, host communities, refugees, donors, UN agencies, international NGOs and development partners.

Sustainable and long-term programming

This roadmap envisages a rebalancing from short-term assistance delivered through parallel systems to longer term and more sustainable support through strengthened national systems and in line with national standards that enhance the inclusion, self-reliance and resilience of refugees and host communities, while also pursuing market-based solutions

Prioritized and Phased Implementation

This roadmap will be guided by principles of prioritization and realism by developing a forthcoming granular, phased, and prioritized implementation plan which takes into account current and anticipated levels of available resources and prioritizes activities accordingly.

Humanitarian, Development and Peace (HDP)

Ensure coordination, collaboration and coherence of humanitarian, development, and peace interventions based on comparative advantage to address both immediate needs and long-term development and peace goals.





Responsibility-sharing

This roadmap presents a plan to transition to a more sustainable and cost-effective approach to refugee management led by the Government of Ethiopia. Success of this Roadmap will be enabled by continued support from partners to transition to a leaner and more sustainable model for hosting refugees.

Host communities and refugees as part of the solution

Refugees and host communities actively contribute to realizing their inclusion and self-reliance and their skills and capacities are acknowledged and utilized.

Protection Mainstreaming

Ensure mainstreaming of protection considerations throughout all humanitarian, development, and peace interventions.

Climate-Sensitive

The roadmap places strong emphasis on the natural environment, preserving natural assets and addressing biodiversity loss and effects of climate change, thereby benefitting host communities, refugees and contributing to national environmental and climate goals.

Context-sensitive, evidence-based and tailored

The Roadmap adopts a context-sensitive, tailored approach that addresses the unique needs and challenges of refugees and host communities, learning from previous development solutions to ensure relevance in each area.

Gender mainstreaming

A core principle of this roadmap is ensuring that gender perspectives are systematically integrated into every stage of planning, implementation, and evaluation.





SITUATION ANALYSIS



Ethiopia has made significant strides in refugee inclusion, particularly with the Refugee Proclamation, which allows refugees to access education, work, and national services. In line with the Proclamation, which provides the legal basis for the socio-economic inclusion of refugees in national systems and programs, the government pursued strategic initiatives to enhance protection and facilitate socioeconomic inclusion for refugees in Ethiopia. Notably, the Melkadida Compact, Kebribeyah Roadmap, and integrated settlement approaches in different sites demonstrated the government's commitment to bring lasting solutions with greater opportunities for self-reliance.

Despite these advancements, several challenges hinder the effective implementation of these policies and commitments. Growing pressures on local authorities driven by scarce resources and limited economic opportunities in refugees hosting areas pose risks to stability and social cohesion. Environmental challenges such as droughts and floods further exacerbate resource scarcity and pose significant risks. External shocks, including ongoing regional conflicts, continue to drive refugee inflows upwards and place additional strain on already weak systems.

Considering the current geopolitical landscape, it is anticipated that there will be significant disruptions to external financing available for both humanitarian and development interventions. As such, going forward the importance of continued efficiency, cost-effectiveness, and sustainability of refugee management is more crucial than ever.

The following sections summarize the **situation analysis by strategic pillar.**



1. ENVIRONMENTAL PROTECTION AND RESILIENCE

Limited energy access remains a cross-cutting challenge for both refugees and host communities in Ethiopia. In response, GoE has adopted a comprehensive and forward-looking approach through a combination of national initiatives and policy frameworks. Central to this is the Green Legacy Initiative (GLI), launched by the Prime Minister in 2019, which aims to restore degraded lands, expand forest cover, and reduce the impacts of climate change. Complementing the GLI, the GoE has developed an array of strategies and programs that promote sustainable energy access within the framework of the GCR. These include the Climate Resilient Green Economy (CRGE) strategy, National Adaptation Plan, the Environmental Policy of Ethiopia, the Long-term Low Emission and Climate Resilient Development Strategy (2020–2050), the 2023 GRF Pledge on Climate Action, National Electrification Program 2.0 - Integrated Planning for Universal Access (2019) and other relevant national plans and guidelines such as the Disaster Risk Management Policy, Humanitarian and Disaster Resilience Plan, Woreda CRGE Mainstreaming Guidelines, Final Draft Multi-actor Cooking Energy Strategy for Refugees and Host Communities in Ethiopia (2022-2030), Electrification Strategy for Refugees and Host Communities in Ethiopia (2024-2030).

Significant gaps remain in addressing environmental sustainability and climate resilience in refugee-hosting areas. Refugees and host communities in Ethiopia rely heavily on unsustainable biomass for cooking and other basic needs – a dependence that threatens the remaining resource base and contributes to land and environmental degradation. This has led to deforestation, increased risk of conflict over natural resources, and heightened exposure to gender-based violence. While humanitarian and private sector efforts are underway, they remain limited and can be unsustainable compared to the scale of the challenge.



There is also limited coordination among institutions and activities, and environmental concerns are not consistently integrated into sectoral humanitarian and development programming. Interventions such as land rehabilitation and forest management often face sustainability challenges due to short-term planning and insufficient long-term investment. Refugee camps and hosting sites are largely disconnected from the national electricity grid. Access to household cooking energy remains critically low, and electrification and clean energy solutions are not prioritized in strategic planning or funding, resulting in fragmented and under-resourced interventions. The shortage of dedicated energy and environmental experts, particularly in refugee and host community settings, further limits effective program design and implementation. Moreover, gaps in technology research, innovation, and adaptation persist, along with the absence of standard quality certification frameworks for new cooking fuels and technologies.

As part of the 2019 GRF pledge, progress has been made in expanding sustainable energy access for refugees. Over 23,000 refugees are now using alternative cooking fuels, and more than 9,000 market based clean electricity access from solar-mini grids are being operated by cooperatives in Melkadida refugee camps. Furthermore, over 1.7 million seedlings were planted to rehabilitate degraded land, with efforts targeting refugee and host community areas, public institutions. Energy interventions face challenges due to limited baseline data, ongoing deforestation from heavy reliance on firewood, and low ability and willingness to pay among refugees and host communities.

<i>Key Baseline Data – Environmental Protection and Climate Resilience</i>					
Indicator	Refugees	Hosts	National	National Target	Source(s)
National: households with access to energy (renewable energy or electricity)	NA	NA	57	100% (2030) 65 - Grid 35 - off-grid	Electrification Strategy for Refugees and Host Communities in Ethiopia (2024-2030)
Refugee: refugee household with access to energy (renewable energy, solar energy, connection to main grid line)	10%	NA	NA	NA	Energy Access Diagnostic Report Based on the Multi-Tier Framework
Access to communal facilities: National System: check for similar indicator - (Education, & Health)		School 47% Health Center 34%		Primary schools 100% (2025) Health centres 100% (2025) Health Posts 75% (2025)	National Electrification Program 2.0 Primary School - 24% Secondary School – 70% Hospital – 70% Health Center – 28 Health post – 5 %
Refugee camp communal facilities (one-stop shop, education, health) with access to energy – number of facilities with access to reliable energy supply	7% Fully Grid connected facilities and Households	NA	NA	NA	Fully Grid connected facilities and Households
National/Refugee: Communities having access to cooking solutions (availability of modern cooking facilities, access to fuel efficient stoves)	2.1%	4.1%	NA	75% (2035)	Multi – Actor cooking Energy Strategy for Refugees and Hosting Communities Ethiopia (2022 – 2030) National Clean Cooking Road-map
Forest coverage: - % of forest coverage at national and regional level - No specific data at camp level	NN (needs base line assessment)	14.35	15.7	30% (2030)	(FAO, 2020) & National Forest Sector Development Program Global Forest Watch



2. ECONOMIC INCLUSION

Ethiopia has shown strong policy commitment to advancing refugee self-reliance, backed by national pledges and a supportive legal framework. Article 26 of the Refugees Proclamation grants refugees the right to self-employment, wage employment, and liberal professions, while also introducing “joint projects” that involve both refugees and host communities in initiatives co-designed with the government and international partners, where refugees are entitled to the same treatment as Ethiopian nationals. To operationalize this right, the government issued Directive No. 1019/2024, establishing clear procedures for refugees and asylum seekers to access formal employment and exercise their rights. The new refugee ID, which includes a unique Fayda number, enhances access to business licenses and financial services. Complementary efforts such as social protection initiatives, further aim to support employment opportunities for vulnerable refugee groups.

Despite these progressive policies, implementation remains limited. Refugees continue to face administrative, social, and economic barriers in accessing work opportunities. The right to work has not been fully realized due to limited institutional capacity, lack of stakeholder awareness, and insufficient systems to support operationalization. Encampment in remote, underdeveloped areas – with limited private sector presence and high unemployment among host communities further restricts livelihood opportunities and intensifies competition for limited opportunities. Livelihood programs are also inherently unsuitable. Most refugees rely on the informal sector, mirroring challenges also faced by hosts. Structural issues such as limited access to finance, skills training, and support from the international community as well as weak coordination, hamper economic inclusion efforts.



In agriculture – central to Ethiopia’s development goals – livelihood initiatives remain short-term, fragmented, and often lack market access, coupled with low market integration long-term planning and a graduation model approach. Furthermore, the absence of a guiding national strategy for refugee livelihoods, limited resources, and technology are additional challenges for sustainable livelihood interventions. Refugee-hosting areas have untapped potential for climate-smart, shared farming and irrigation interventions that could boost food security, job creation, and environmental sustainability. However, climate shocks, weak infrastructure, and limited veterinary support continue to pose risks.

As part of GoE’s 2019 GRF commitment to enhance refugee inclusion, efforts in agriculture, livestock, and market systems led to notable outcomes reported in 2021. Over 17,500 individuals – 7,010 refugees and 10,516 host community members – directly benefited from these initiatives, while nearly 81,000 indirectly benefited from agriculture, livestock, market system development, financial inclusion related services and trainings. Implementation has faced challenges, including weak coordination, reduced international support, and limited engagement from relevant government bodies. Poor infrastructure in remote refugee-hosting areas and low private sector interest further constrain progress. Most livelihood efforts are short-term and unsustainable, and refugee readiness for employment remains limited due to reliance on humanitarian aid and administrative challenges in accessing work opportunities.

In line with the 2019 GRF pledge to expand government TVET system and facilities, 3,071 individuals –including 1,055 refugees and 2,016 host community members – received accredited, market-linked skills training. 2,312 individuals have secured employment through wage or self-employment. Additionally, 284 trainers were upskilled, and 12 TVET colleges received institutional support. High dropout rates among refugees driven by rising living costs and limited institutional capacity remain key challenges.

Key Baseline Data – Economic Inclusion					
Indicator	Refugees	Hosts	National	National Target	Source(s)
Labor force participation rate (relaxed)	43%	57%	64.7%	N/A	Refugees/Hosts: ESS/WB SESRE (2023) National: ESS Labor Force and Migration Survey (2021)
Unemployment (relaxed)	43%	15%	8%	N/A	Refugees/Hosts: ESS/WB SESRE (2023) National: ESS Labor Force and Migration Survey (2021)
Employment-to-Population Ratio	25%	48%	59.5%	N/A	Refugees/Hosts: ESS/WB SESRE (2023) National: ESS Labor Force and Migration Survey (2021)
Poverty Incidence	75%	25%	XX	N/A	
% adults reporting owning a formal financial account	N/A	N/A	45% (2020)	70% (2025)	National Digital Inclusion Strategy 2021-2025
% adults reporting using digital payments in the past year	N/A	N/A	20% (2020)	49% (2025)	National Digital Inclusion Strategy 2021-2025
Number of formal accounts per 100 adults	N/A	N/A	159 (2020)	337 (2025)	National Digital Inclusion Strategy 2021-2025
Number of digital accounts per 100 adults	N/A	N/A	25 (2020)	120 (2025)	National Digital Inclusion Strategy 2021-2025

Additional Economic Inclusion strategies: Technical and Vocational Education and Training (TVET) strategy; Employment Policy and Strategy; Homegrown Economic Reform Agenda; Ten Years Development Plan (2021–2030); Irrigation Development Strategy; Lowland Development Strategy; Digital Ethiopia 2025 strategy; National Red Meat Development Strategy (2025–2031); National Dairy Development Strategy (2022–2031); National Livestock and Fishery Development Strategy (2023–2031); National Potato and Sweet potato Development Strategy (2024–2030); National Poultry Development Strategy (2022–2031); Digital Agriculture Roadmap (DAR) 2025–2032; Agricultural Digitalization and Mechanization; Food Systems Transformation Plan (2021–2030); Employment Policy and Strategy.



3. PROTECTION AND DURABLE SOLUTIONS

Ethiopia's refugee response is grounded in strong political commitment and a comprehensive legal and institutional framework for protection. Current efforts focus on integrating refugees into national protection systems, including GBV and child protection services, justice mechanisms, national ID, and civil registration, among others.

The Refugees Proclamation established a comprehensive legal framework for registration, documentation, refugee status determination (RSD), protection, and solutions. This framework is further supported by four key directives issued in 2019, 2024 and 2025, which operationalize refugees' right to freedom of movement, grievance and appeal mechanisms, the right to work and RSD. The government has also taken steps to gradually assume full responsibility for registration, documentation, and RSD by reviewing existing procedures and strengthening institutional, human resources, and technical capacities. In parallel, progress has been made in integrating refugees into national protection systems. Refugees and asylum seekers are now included in the national Civil Registration and Vital Statistics (CRVS) system, the national ID program, the National Legal Aid Roadmap, and the National Roadmap on Violence Against Women and Children, ensuring access to key protection services on par with Ethiopian nationals.



Despite Ethiopia's strong policy framework, significant challenges persist in ensuring effective protection and durable solutions for refugees. Capacity constraints – including shortages of trained registration and RSD personnel, limited infrastructure, and financial and technical gaps – undermine the effectiveness of the national asylum system. Service disruptions due to the COVID-19 pandemic and conflict have contributed to backlogs in refugee documentation and birth registration. Additionally, national justice, child protection, and GBV prevention systems face capacity limitations in adequately including refugees. These challenges are further compounded by ongoing internal displacement and a growing influx of refugees from neighbouring countries. Legal, administrative, and economic barriers continue to restrict access to asylum, protection services, and durable solutions, while protection responses often lack conflict sensitivity and are not consistently mainstreamed across humanitarian and development programming.

Under the 2019 GRF pledge to strengthen refugee documentation and legal access, progress has been made. A total of 814,493 refugees have been enrolled in the L3 and Biometric Identity Management System (BIMS), with 250,166 receiving ID cards and over 790,000 holding proof of registration. Since 2019, 48,346 Out of Camp Permits have been issued and 16,935 vital events registered. Simplified asylum procedures have been introduced, and One-Stop Shops have been established in 12 refugee camps to improve service delivery.

Key Baseline Data – Protection and Durable Solutions					
Indicator	Refugees	Hosts	National	National Target	Source(s)
Proportion of refugees and asylum-seekers above the age of 5 with legally recognized identity documents containing FAYDA number	9%	N/A	20%	100%	RRS and National ID program
Number of children under 5 years of age whose birth have been registered	15,725 (26.3%)	N/A	37%	59,831 (100%)	RRS and ICS
ENo of RSD backlog cases	11,517	N/A	N/A	0	
Proportion of individuals undergoing asylum procedures have access to an effective appeal mechanism after first instance rejection of their claim.	0	N/A	N/A	100%	RRS
Refugee children are included in the national child protection system	No	N/A	N/A	Yes	RRS
Refugees are included in the national GBV prevention and response system	No	Yes	Yes	Yes	RRS
Number of refugees who departed through complementary pathways and family reunification per year	3,172	N/A	N/A	9000	UNHCR
Number of refugees who departed through resettlement per year	2015	N/A	N/A	6000	UNHCR

Additional protection and durable solutions strategies: Ethiopia's National Food and Nutrition Strategy 2021–2030; National Health Sector Strategic Plan for Early Childhood Development (2020/21–2024/25); National Social Protection Policy (NSPP); National Social Protection Strategy; National Standard Operating Procedures (SOPs) for GBV; National Action Plan on Women, Peace, and Security.



4. ACCESS TO BASIC AND SOCIAL SERVICES

Ethiopia is advancing an integrated service delivery approach for refugees and host communities by leveraging existing public services, supported by strong government commitments to improve basic social services, however parallel service delivery remains prominent in some sectors. Key line ministries, including education and health, have begun incorporating refugees into their annual planning.

Ethiopia's 2019 Refugee Proclamation grants refugees access to pre-primary and primary education on par with nationals, while access to secondary, higher, technical and vocational, and adult education is provided based on available resources. Yet, a parallel system remains in place for the administration of schools, with less than 8% of refugee children being enrolled in the national education system as of end-2024 (UNHCR). As of 2024, a total of 11,216 refugee students in primary and secondary education have been enrolled in host community public schools across refugee settlements. Additionally, 11,104 refugee students benefited from the transition of six refugee secondary schools to the management of the Regional Education Bureaus (REBs) in Gambella and Assosa. Furthermore, 2,530 refugee youth, with a 20% female enrolment rate, were enrolled in tertiary education, gaining admission to public universities upon passing the university entrance exam and receiving equal treatment as Ethiopian nationals. 56% of school-age refugee children are not attending school. Low enrolment rates are further exacerbated by insufficient school infrastructure, a lack of teaching resources, and a shortage of qualified teachers.



Health and nutrition services for refugees are provided primarily through camp-based health facilities across five regions and through national systems in newly established refugee settlements. Despite the support from operational partners and local health authorities, the health system faces significant challenges in adequately meeting the needs of the refugee population. Refugees have access to primary, secondary, and tertiary healthcare services, with national disease control programs extending care for conditions like HIV, tuberculosis, and malnutrition. However, the health infrastructure, particularly in refugee camps, is under strain. While UNHCR and partners continue to provide medicines and medical supplies to support ongoing care, the growing refugee population and the rising complexity of health needs, including mental health and chronic disease management, are placing increased pressure on existing health services and exposing gaps in the integration of refugees within national health systems.

WASH service provision for refugees remains largely dependent on parallel systems, with limited support from government-run systems. Around 9,000 individuals access WASH services through government-operated systems (Aftit, Kurmuk, and Gessan Reception Centres), while 1,062,887 are served by UNHCR and partners across all camps/settlements - services that also benefit host communities. In Gambella, 270,293 refugees are covered by a water utility led by the Regional Water and Energy Bureau, though it receives no government funding and relies entirely on user fees for operation and maintenance. In Jijiga, the utility is still being established and is not yet functional, leaving WASH services to be provided by humanitarian actors.

Refugees in Ethiopia face severe housing challenges amid a complex humanitarian situation. Currently, only 34.5% of refugees and asylum seekers live in habitable and affordable housing, while the majority remain in shelters that lack adequate protection, privacy, and support for well-being. This housing deficit exposes refugees to health and protection risks and limits their ability to rebuild and adapt. The situation is further compounded by a growing number of IDPs within host communities, many of whom live in overcrowded collective centres or informal settlements.

Key Baseline Data – Access to Basic and Social Services					
Indicator	Refugees	Hosts	National	National Target	Source(s)
Education					
Primary Gross Enrolment Rate	43.7%	98.1%	98.1%	100%	National: Education Statistics Annual Abstract 2024/2025 (2025)
Secondary Gross Enrolment Rate	14.4%	41%	100%	50-52%	National: Education Statistics Annual Abstract 2024/2025 (2025)
Number of Primary Schools	57		34,027		
Number of Secondary Schools	11		3,762		
Number (%) Refugee Students attending govt vs non govt. schools	4%	11,216 (7.69%) (Dec 2024)			
Pupil to Teacher Ratio (1-8)	65:1	37.8	5037.8	50	National: Education Statistics Annual Abstract 2024/2025 (2025)
Pupil to Teacher Ratio (9-12)	66	21	40	40	National: Education Statistics Annual Abstract 2024/2025 (2025)
Pupil to Section Ratio (1-8)	96.2	52.2	50.2	50	National: Education Statistics Annual Abstract 2024/2025 (2025)
Pupil to Section Ratio (9-12)	131	53	40	40	National: Education Statistics Annual Abstract 2024/2025 (2025)

Additional education strategies: Education and Training Policy (2023); Education Sector Development Program VI (ESDP VI) (2021–2025); Digital Education Strategy (2024–2028); National e-Learning Policy (e-SHE); Early Childhood Development and Education Policy Framework; Climate Change Education Strategy (2017–2030); Ten Years Development Plan (2021–2030); Digital Ethiopia 2025 strategy.

Key Baseline Data – Access to Basic and Social Services

Indicator	Refugees	Hosts	National	National Target	Source(s)
Health					
Health facility per refugee population	1:10000				
Physician per health center	1:1				
Number of midwives per health center	6:1				
National: Urban: number of health centres per 40,00 population	1:40000				
National: Rural: no of health center per population	1:25000				
Additional health strategies: Health Sector Transformation Plan II (2020/21–2024/25); National Health Equity Strategy (2022–2026); Health Sector Medium-Term Development and Investment Plan (2024–2026); National Health Sector Strategic Plan for Early Childhood Development (2020/21–2024/25); Climate Resilient Health System and Health National Adaptation Plan II (2024–2028); Ten Years Development Plan (2021–2030); Digital Ethiopia 2025 strategy.					
Wash					
Access to potable water per household	50-70%	40-60%	60-80%	65%	
Access to latrines/latrine coverage per household	60-80%	40-70%	50-85%	60%	
Water quality assessment (turbidity, chlorine-residual level,) Turbidity of 5NTU, pH of 6.5-8.5	Turbidity of 5NTU, pH of 6.5-8.5	Turbidity of 5NTU, pH of 6.5-8.5	Turbidity of 5NTU, pH of 6.5-8.5	Turbidity of 5NTU, pH 6.5-8.5	
Availability of soap and handwashing practice	70-80%	50-80%	60-90%	60%	
Number (%) Refugees Accessing government systems	NA				
Additional WASH strategies: National Water Policy and Strategy (DRAFT – 2024); National WASH and Environmental Health Strategy (2022–2026); National Sanitation and Hygiene Strategy (Updated 2022); Ten Years Development Plan (2021–2030); Digital Ethiopia 2025 strategy; Nationally Determined Contribution (NDC) Implementation Plan (2024–2030).					





5. CAPACITY AND SYSTEMS DEVELOPMENT

Ethiopia has demonstrated strong political will and commitment to refugee inclusion, underpinned by a progressive policy and legal framework that supports the integration of refugees into national systems. This includes enabling legislation and strategic alignment with global commitments. Operationalizing these commitments requires strengthened institutional capacity and systems development.

Ethiopia's refugee response and support for host communities is challenged by critical capacity gaps across institutions, infrastructure, and systems. Facilities and institutions responsible for delivering essential public functions frequently lack the foundational resources, equipment, and logistical support needed to operate effectively. There is also lack of technical expertise, limited awareness of refugee-related policy frameworks, and insufficient human resources. These gaps hinder effective planning, coordination, and service delivery.

There are also systemic weaknesses in integrated institutional capacity and coordination mechanisms. Refugee management is not consistently mainstreamed across sectors or tiers of government, resulting in siloed approaches and gaps in service coverage. The absence of well-functioning coordination mechanisms and harmonized procedures contribute to fragmented service delivery and policy inconsistency. The government refugee protection agency itself faces considerable structural challenges, including outdated operating procedures, underdeveloped internal systems, and limited institutional coordination capacity. These constraints are further exacerbated by persistent shortages of qualified personnel.

Digital and data infrastructure remains underdeveloped, limiting real-time information management, evidence-based planning, and cross-sectoral coordination. Connectivity challenges and inadequate telecom systems further constrain communication and timely decision-making. Rollout of inclusion initiatives and implementation is further constrained by bureaucratic inefficiencies and lack of communication between government actors and implementing partners. These overlapping gaps collectively impact the government's ability to respond to increasing needs and maintain momentum in refugee protection and inclusion efforts.

6. PARTNERSHIPS, COORDINATION AND ADVOCACY

Recent studies indicate that the lack of functional and comprehensive coordination mechanisms is one of the major challenges for the full implementation of the GCR/CRRF¹ in Ethiopia.

Current coordination efforts operate in isolation, such as the Interagency Coordination Group that focuses primarily on the humanitarian aspects of the refugee response. Government entities at both regional and federal levels, including line ministries and bureaus, have limited or no participation in refugee coordination meetings. Despite strong commitment from the donor community and government—evidenced by initiatives like inclusion task teams at regional and federal levels—refugee inclusion in coordination and decision-making processes remains very limited.

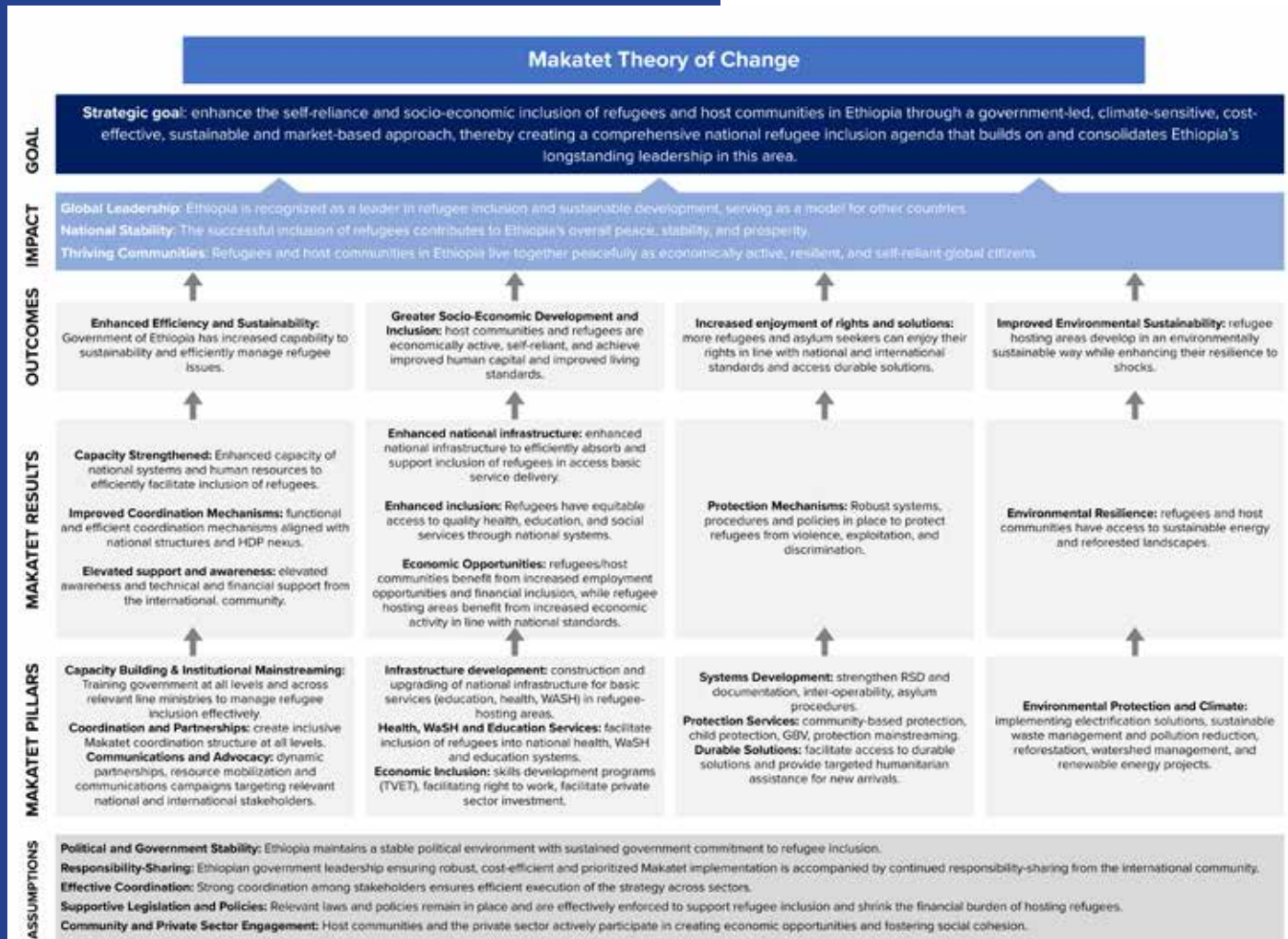
Existing coordination platforms operate mainly through regional refugee coordination offices, camps, and in Addis Ababa, involving monthly and sectoral meetings between RRS, UNHCR, and implementing partners focused on humanitarian response; development actors and the refugee inclusion agenda are usually not part of these. Partnership dynamics are often dominated by transactional relationships with donors and implementing partners, which limits strategic collaboration. This challenge constrains the development of inclusive and sustainable solutions, as partnerships tend to prioritize short-term project delivery over mutual learning, joint planning, and systemic change. Refugees are also currently not included in coordination at the federal and regional levels, hence their participation in decision-making processes remains limited. Additionally, reporting systems and requirements of different stakeholders involved in refugee response are not always aligned, creating further coordination and reporting challenges.

¹ Ethiopia's Shifting Policy on Refugees from Encampment to Other Alternatives (CRRF Progress and Implementation Challenges), FRIEDRICH EBERET STIFTUNG 2020, Page 23



THEORY OF CHANGE

The Theory of Change of the Makatet Roadmap articulates the core assumptions, strategic pathways, and interventions aligned with the roadmap's pillars, illustrating how these efforts collectively drive the outcomes and results necessary to achieve lasting socio-economic inclusion for refugees and tangible benefits for host communities.







STRATEGIC PILLARS

To effectively respond to the needs of **refugees** and support **host communities sustainably**, while aligning with the government's commitment to **inclusion**, the Makatet Roadmap will be implemented through **six interlinked and complementary pillars** described hereafter.

PILLAR 1

Environmental
Protection and
Climate Resilience

PILLAR 5

Capacity and
Systems Development

PILLAR 2

Economic Inclusion

PILLAR 6

Partnerships,
Coordination and
Advocacy

PILLAR 3

Protection and
Durable Solutions

PILLAR 4

Access to Basic and
Social Services

PILLAR 1

Environmental Protection and Climate Resilience

PILLAR DESCRIPTION

This pillar aims to ensure **environmental protection**, enhance **climate resilience** to foster **sustainable development**, enhance refugees and host community access to sustainable energy sources as well as resilience to climate-induced shocks and build social cohesion. The activities in this pillar aim to ensure that refugees and host communities have access to sustainable energy and promote environmentally sustainable landscapes, in line with national, regional, and local laws, policies, frameworks and standards.

Elias Nunow Hirab, 27, is part of a refugee cooperative that operates a solar mini grid in Melkadida refugee camp.





RESULT 1

Refugees and host communities have access to reliable and affordable electrification and energy solutions in line with national standards.

ACTIVITIES 1

1. Adoption of Electrification Solutions: connection to grid's power system and the introduction of off-grid electrification systems, particularly solar energy solutions, to provide sustainable and reliable energy access, especially in underserved areas.

2. Promotion of Energy-Efficient Cooking Solutions: promote access to cooking facilities that utilize energy-saving technologies in line with national standards, reducing reliance on unsustainable fuels and improving health outcomes.

3. Development of Alternative Energy Technologies: production of briquette technologies and biogas systems, serving as sustainable energy sources, reducing GBV vulnerabilities and providing viable alternatives to traditional fuel sources.

4. Mobilizing Climate Finance: mobilize climate finance opportunities, including the exploration of carbon offsetting mechanisms and accessing climate finance, to secure additional resources for renewable energy initiatives.

RESULT 2

Refugee hosting areas are equipped to manage and cope with climate variability, associated risks, and shocks, and natural resources are conserved and maintained.

ACTIVITIES 2

1. Reinforcing Existing Nurseries and Creating New Ones: strengthen current nursery sites and establish new ones, with the goal of planting multi-purpose seedlings in the refugees' hosting areas, thereby fostering reforestation and habitat restoration.

2. Implementation of Watershed Management and Afforestation Practices: focuses on effective watershed management techniques and the execution of various afforestation strategies to restore ecosystems and improve biodiversity.

3. Inclusion of refugees in Ethiopia's Nationally Determined Contributions (NDC) : commits to include refugees in the NDC with support of international actors, effective institutions, government structures and strengthened systems for disaster risk reduction and management in refugee hosting areas. This includes contributing to carbon reduction and sequestration.

4. Implement sustainable waste management and pollution reduction systems in line with national initiatives (Plastic, Air, Water, Sound, Soil).

5. Enhancement of Data Sharing on Environmental Protection: Strengthen data management and knowledge-sharing on initiatives focusing on environmental protection efforts within refugee and host communities, promoting sustainability and resilience in shared ecosystems.

6. Implement joint environmental protection and legal awareness initiatives involving refugees and host communities to promote sustainable natural resource management, strengthen community cohesion, and enhance compliance with environmental and protection laws in refugee-hosting areas.

PILLAR 2

Economic Inclusion

PILLAR DESCRIPTION

This pillar aims to strengthen economic inclusion and self-reliance of refugees and their host communities through promoting equitable access to economic opportunities, employment, and financial inclusion in line with national standards. It aims to ensure implementation of existing legal frameworks that grant refugees the right to work through awareness raising, access to financial services, and work documentation for joint projects, self-employment, and wage employment. This pillar also focuses on advancing sustainable market-based solutions and on promoting private sector engagement in line with national, regional and local opportunities and standards. The pillar considers potential policy objectives that can be pursued to further facilitate economic inclusion and refugees' ability to access markets and opportunities outside areas where they currently reside.

RESULT

Improved economic inclusion and self-reliance of refugees and their host communities through promoting equitable access to economic opportunities, employment, and financial inclusion in line with national standards.





ACTIVITIES

1. Skills development

a. Skills development: Expanding standardized national skills development initiatives, including technical and vocation training (TVET), life and language skills, as a cornerstone of economic inclusion for refugees and host communities to equip them with skills that align with local job market demands.

b. Establish a job matching scheme to identify and profile skilled refugees and match them with job opportunities in urban settings, including targeted refugee sites under the urban settlement pledge.

2. Access to markets and economic opportunities:

a. Legislation and policy frameworks: Harmonizing the refugee legal framework with other relevant national laws such as trade, labour, pastoral laws and regional land laws to enhance refugees' access to self and wage-earning employment together with their host communities.

b. Improve access to finance (microfinance, banks, business initiatives): to empower refugees and host communities to start their own businesses and achieve financial independence. Promote revolving funds and risk sharing mechanisms to partners (NGOs, IFIs, banks).

c. Implement refugees' right to work directive: Ensuring a gender-sensitive implementation of refugees' right to work through coordinated efforts with key stakeholders on awareness raising, streamlining of administrative and bureaucratic procedures, facilitation of issuance of work permits and business licenses and advocacy for increased economic opportunities for refugees and host communities.

d. Strengthening existing joint project initiatives: such as the social protection initiative and designing region-specific or locally tailored livelihoods and gender-sensitive economic inclusion initiatives in the graduation model approach, such as climate-smart agriculture, cooperative model, irrigation models and livestock value chain.

e. Expanding participation of both refugees and host communities in the **productive safety net** and implementing targeted productive Safety Net projects in refugee hosting areas to enhance livelihoods and resilience.

f. Conduct a review of the implementation of current freedom of movement laws, directives and procedures for refugees in light of supporting self-reliance and economic inclusion objectives of the Makatet Roadmap and propose any potential adjustments for consideration during the course of Makatet implementation.

3. Economic development

a. Private sector engagement: develop a strategy with specific options and proposals for creating an enabling environment and strengthening partnerships with the private sector to play its crucial role in creating economic inclusion opportunities for refugees and their hosting communities.

b. Expanding Transportation Networks: Enhance and expand transportation infrastructure, including roads and public transit systems, to improve accessibility and mobility for refugees. This will facilitate better access to essential services and economic opportunities.

c. Strengthening Digital Infrastructure: Invest in and strengthen digital infrastructure such as internet connectivity and communication networks in refugee-hosting areas. This will support inclusive education, finance, access to information, and integration into the broader community for refugees and host communities alike.

PILLAR 3

Protection and Durable Solutions

PILLAR DESCRIPTION

This pillar aims to enhance protection outcomes by strengthening the capacity of national asylum and protection systems, improving service delivery and protection mainstreaming, and facilitating access to durable solutions, in line with existing laws, policies and procedures. This pillar will also aim to ensure provision of targeted humanitarian assistance to asylum seekers and refugees in a manner that facilitates their transition to self-reliance. Basic humanitarian support will be maintained in emergency situations, for persons with specific needs and new arrivals.



Ebtesam Khalid shows the business licence she was able to obtain for her coffee shop in Mercato, after getting her Fayda ID.



RESULT 1

Strengthened capacity of the national asylum system to efficiently and effectively protect, and support refugees.

ACTIVITIES 1

1. Reinforcing the Refugee Registration and Documentation Systems: Elevate the national capacity for refugee registration, documentation, and RSD through strategic recruitment, advanced training programs, and substantial resource allocation, ensuring an efficient and responsive system.

2. Establishing Standardized Procedures: Develop and implement efficient, standardized procedures for refugee registration and documentation, incorporating robust data quality and protection mechanisms to safeguard sensitive information.

3. Facilitating Refugee Inclusion in the National ID Program: Actively support the seamless inclusion of refugees into the National ID program across all hosting areas, ensuring they have access to essential services and protections.

4. Advancing the Digital CRVS System: Significantly enhance the capacity of the refugee digital Civil Registration and Vital Statistics (CRVS) system through targeted technical support and infrastructure improvements, ensuring accurate and efficient record-keeping.

5. Strengthening the Asylum System: Strengthen the asylum processing system by reinforcing the implementation of existing RSD laws and procedures in line with international standards, strengthening the Appeal Hearing Council, and significantly reducing the backlog of first instance and appeal cases.

6. Upgrading Travel Document Issuance Capabilities: Equip relevant authorities with the necessary tools and technology to issue standardized, Machine-Readable Refugee Convention Travel Documents (MRCTD) that comply with International Civil Aviation Organization (ICAO) standards, facilitating freedom of movement for refugees.

RESULT 2

National refugee protection system is strengthened, and protection principles are mainstreamed throughout HDP interventions.

ACTIVITIES 2

1. Ensuring mainstreaming of protection principles: in humanitarian, development, and peace refugee response interventions, including through establishing effective and accessible Feedback and Complaint Mechanisms.

2. Strengthening community-based protection mechanisms: by empowering community structures, ensuring inclusive participation, promoting social cohesion, providing information and support services, and fostering collaboration with relevant stakeholders to enhance protection outcomes for refugees.

3. Promoting social cohesion activities: through implementation of cultural exchange activities involving refugees and host communities, and inclusion of refugees in national and local level sporting events.

4. Expanding and strengthening National Child Protection Services: Intensify efforts to bolster the national child protection system, ensuring it comprehensively includes refugee children at all levels. This will safeguard the rights and well-being of vulnerable youth.

5. Enhancement of GBV prevention and response Services: Significantly improve national GBV prevention and response mechanisms, including the strategic expansion of One-Stop Centres (OSCs) and women's shelters in refugee-hosting areas, providing essential support services to survivors.

6. Strengthening accessibility of the National Justice System: Ensure that the national justice system is fully accessible to refugees by enhancing capacity development, expanding free legal aid services, and establishing mobile courts. This will ensure equitable access to justice.

ACTIVITIES 2 (CONT'D)

7. Developing protection monitoring system: Implement the human settlement pledge by designing protection monitoring system that enable capacity building, compliance and feedback mechanisms and strengthening refugee community structures. The established protection monitoring system will support refugees who live in urban areas and newly transformed refugee settlement sites.

RESULT 3

Durable Solutions for refugees are promoted and facilitated

ACTIVITIES 3

1. Resettlement and complementary pathways: support resettlement and complementary pathways including labour mobility programs for refugees including through streamlined and coordinated process for issuance of exit visas and refugee convention travel documents and other relevant documents, communicating with communities, and engagement and advocacy with embassies and international organizations for increased resettlement quota and opportunities for complementary pathways.

2. Voluntary return: when conditions are feasible in their home countries, support and facilitate the voluntary, safe, and dignified repatriation of refugees in coordination with countries of origin, UNHCR, and other relevant stakeholders.

RESULT 4

Transition to a more targeted humanitarian assistance model, addressing unique vulnerabilities of refugees and supporting transitions from aid to self-reliance.

ACTIVITIES 4

1. Deliver targeted humanitarian assistance to meet the basic needs of new arrival refugees and refugees with specific needs, addressing vulnerabilities and reinforcing their capacity for resilience, economic inclusion, and self-reliance, thereby supporting their transition from aid to self-reliance, in line with national standards. This includes developing targeting criteria.



PILLAR 4

Access to Basic and Social Services

PILLAR DESCRIPTION

This pillar focuses on ensuring that host communities and refugees benefit from improved basic and social service delivery in refugee-hosting areas, through national systems, and in line with national standards. This pillar will aim to achieve this result by focusing on two main areas: 1) enhancing national infrastructure for basic service delivery (education, health, WASH), where needed in line with national standards, to support inclusion of refugees; and 2) by facilitating refugees' inclusion and equitable access into basic services provided by national systems through programmatic, procedural, and policy support.

RESULT 1

Enhanced national infrastructure to efficiently absorb and support inclusion of refugees in accessing basic service delivery.

In Kebribeyah, Somali, refugees and host communities attend primary classes side by side.



RESULT 1

Enhanced national infrastructure to efficiently absorb and support inclusion of refugees in accessing basic service delivery.

ACTIVITIES 1

1. Enhancing infrastructure development for education:

Invest in the construction and upgrading of physical infrastructure and human resource capacity for services including primary, middle schools, secondary schools, and public TVET colleges in refugee-hosting areas to meet national standards. Areas with high refugee populations and availability of service infrastructure below national standards will be prioritized. Consideration will be given to transferring existing humanitarian-run primary schools into national systems and supporting the already transferred secondary schools where appropriate, and for ensuring that infrastructure development is resilient to environmental challenges.

2. Enhancing infrastructure development for health:

Invest in strengthening health systems in refugee and host communities, by focusing on upgrading infrastructure, expanding access to underserved areas, and ensuring essential utilities in health facilities. Digitize health information systems and promote interoperability to enhance data driven decision making and improve service coordination.

3. Improving Water and Sanitation Facilities:

Strengthen and upgrade water supply systems and sanitation, and hygiene facilities in refugee-hosting areas to ensure inclusive access to clean water and proper sanitation for both refugees and host communities, which are critical for health and well-being to meet national standards and through national systems. Utility models, including water and electricity, must be designed with tariff structures and subsidy schemes that are both affordable and inclusive for both refugees and host populations. Areas with the high refugee populations and availability of service infrastructure below national standards will be prioritized.

4. Ensure refugees are included from the start of emergencies by strengthening existing national infrastructure and services to areas of new refugee displacements.

In their absence, services in line with national standards and plans will be set up, including a plan to gradually transition service delivery to the government.

RESULT 2

Refugees have enhanced inclusion and equitable access to basic and social services provided by the national systems ensuring that they benefit from the same standard as the host population.

ACTIVITIES 2

1. Expand refugee access to quality education

by facilitating their gradual and systematic inclusion into national education systems.

2. Ensuring equitable access and inclusion of refugees in all existing public health and nutrition service delivery systems,

including mental health and psychosocial support.

3. Include selected group of refugees in community-based health insurance (CBHI) schemes

through establishing sustainable health financing mechanisms that provide access to affordable and equitable healthcare services.

4. Ensure equitable access to WASH services for refugees and host communities

by collaborating with line ministries, regional bureaus, and local level government to manage and build capacity of water, sanitation, and hygiene facilities, ensuring equitable service provision across all communities.

5. Promote refugees' access to adequate, safe, and affordable housing

in line with local and national standards through market-based solutions.



PILLAR 5

Capacity and Systems Development

PILLAR DESCRIPTION

This pillar aims to strengthen institutional capacity and improve systems for an effective, sustainable, and cost-effective refugee response while ensuring institutional mainstreaming. It serves as the foundation for mainstreaming inclusion within national systems. Key focus areas include enhancing human resources, improving data management, and optimizing resource mobilization.

RESULT

Enhanced capacity of national systems and human resources to efficiently facilitate inclusion of refugees.

The Somali Regional State President officially launches an R-WASH project in Kebribeyah on June 2025 in collaboration with RRS, UNHCR and UNICEF.



1. Strengthening government capacity and institutional mainstreaming by:

(1) providing training and resources to government officials and staff (including those in relevant line ministries) on refugee management, inclusion policies/practices, and service delivery, (2) developing a long-term and robust capacity-building assessment and plan for government agencies and relevant stakeholders involved in refugee response and implement its recommendations, (3) mainstreaming data collection on refugees in national and sectoral surveys, and (4) consider additional short-term or staffing support, based on needs, in sectors which need additional human resource support.

2. Provide technical support to strengthen policy frameworks, and institutional structures of RRS and its pertinent stakeholders.

As part of a comprehensive Organization Development process for RRS, to align its structure and capacity to the requirements of the inclusion agenda. Additional support may include drafting, alignment, or revising policies, laws and regulations related to refugees and returnees, as well as establishing or strengthening institutional structures responsible for their implementation. Identify potential risks and challenges to the implementation of existing legal frameworks and other government initiatives and develop mitigation strategies to address them.

3. Conducting inclusion capacity assessment:

The implementation of the roadmap will include an assessment of the capacity of government systems (including service delivery infrastructure, human resource capacity, policies and procedures, systems, etc.) by pinpointing specific gaps that require attention for inclusion of basic and social services in the existing system.

4. Quantifying the impact of hosting refugees:

Quantify the fiscal costs of hosting refugees, utilizing Multi Year and

This enables targeted strengthening of institutional capacity and system resilience to better manage the challenges and opportunities arising from refugee presence.

5. Developing a first-priority implementation plan and SOPs for the Makatet Roadmap:

As part of this Makatet Roadmap, develop a first-priority implementation plan which prioritizes and defines key activities that could be financed with likely levels of available funding based on the strategic pillars in the roadmap. This encompasses identification of baseline data, targets, response options and prioritization of activities. Detailed SOPs and guiding manuals should also be developed to support implementation of the roadmap.

6. Integration of E-Services for Refugees:

Create a comprehensive digital framework that links government e-services for refugees, including Digital Request and Complaint System (DRCS), pass permits, travel documents, and exit visas, work permits and business licenses, etc., streamlining access and significantly improving service delivery.

7. Developing a framework for operationalizing the settlement typologies approach:

this may include developing a typology and accompanying response mechanisms for transit centres, camps, settlements, sites and urban refugee hosting areas, and based on this typology, developing a prioritization framework for transitioning specific sites/settlements and implications for specific relevant activities e.g. city planning, service delivery.

8. Provide capacity support for national, regional, and local authorities

to enhance readiness and coordinated response to new refugee inflows.

9. Support the establishment and strengthening of refugee-led organizations and community-based organizations

through activities including capacity building, procedural support, developing a transparent registration framework.



PILLAR 6

Partnerships, Coordination and Advocacy

PILLAR DESCRIPTION

This pillar strengthens partnerships, coordination, and advocacy to enable the effective and sustainable implementation of the **Makatet Roadmap**. It establishes a structured coordination system that connects government institutions, development and humanitarian partners, private sector actors, and civil society, including refugees, supporting joint planning, implementation, and monitoring across all pillars. The pillar further ensures a coherent and functional coordination architecture across federal, regional, and woreda levels, enabling alignment between national priorities and local implementation. In addition, it promotes strategic partnerships, advocacy, and resource mobilisation to support the scale and ambition of the Makatet Roadmap, while facilitating structured stakeholder and refugee engagement to ensure that implementation is inclusive, responsive, and grounded in local realities.

RESULT 1

Establishing a functional Makatet partnership and coordination mechanisms aligned with the HDP nexus.



Faduma, a young refugee living in Addis Ababa takes the floor to share her thoughts on the Makatet Roadmap during the Makatet Consultative Workshop with Refugees.

ACTIVITIES 1

1. **Strengthen and expand partnerships** with government institutions, UN agencies, development and humanitarian actors, private sector, civil society, academia, refugees, and host communities to support coordinated implementation of the Makatet Roadmap.

2. Establish and operationalise a **structured Makatet coordination system** across federal, regional, and woreda levels, aligned with existing government systems. This includes the National Steering Committee, National Makatet Secretariat, National Technical Committees, and Advisory Forum, as well as corresponding regional and local coordination structures.

3. Develop and implement a structured approach to ensure meaningful, representative, and influential **refugee engagement** within the Makatet coordination system, including mechanisms that enable refugees to articulate, consolidate, and systematically channel their perspectives into planning, implementation, monitoring, and decision-making processes across all levels. This includes establishing systems for refugee communities to coordinate among themselves and to provide organised and representative inputs into national and sub-national consultations.

4. Support the effective functioning of **coordination structures** through joint planning, implementation, monitoring, and reporting processes across all pillars and levels, while strengthening vertical coordination and information flow between woreda, regional, and federal levels, including mechanisms for escalation of implementation challenges and feedback into national planning processes.

RESULT 2

Strengthened visibility, awareness, and support for the Makatet Roadmap, contributing to effective advocacy, sustained multi-stakeholder engagement, and increased mobilisation of financial and technical resources for its implementation.

ACTIVITIES 2

1. Develop and implement a coordinated **communication and advocacy strategy** to raise awareness, strengthen understanding, and promote the Makatet Roadmap among government institutions, partners, refugees, host communities, and the wider public.

2. Strengthen **stakeholder engagement and support resource mobilisation efforts** by engaging development partners, donors, and private sector actors to secure financial and technical support for the implementation of the Makatet Roadmap.

Refugee-Led Organizations take part in a training to strengthen partnership & accountability in project and Financial Management; Code of Conduct; PSEA; Fraud & Integrity Awareness RLOs play a vital role in supporting refugee communities. The training aimed to boost their capacity to deliver transparent, protection-sensitive programming.



METHODOLOGY AND IMPLEMENTATION APPROACH

The integration of refugees into the national system is a dynamic and multifaceted process which requires efforts by all parties concerned. The roadmap considers the below approaches for the implementation and operationalization of it.

Prioritized, data-informed and phased approach

Makatet will adopt a prioritized implementation approach which takes into account likely levels of available financing and prioritizes activities accordingly. Furthermore, Makatet will undertake a data-informed prioritization exercise by sector/pillar with key stakeholders to establish a framework of data indicators used to track progress of Makatet within that sector and develop tiered, prioritized and costed sectoral and geographic targeting for the Makatet implementation. This will represent a phased and incremental approach which enables a gradual and sustainable shift from humanitarian aid to sustainable responses through government systems. Efforts will also be made to ensure that Makatet priorities align with and cascade down to regional plans and strategies.

Area-based planning and implementation

The implementation of the roadmap will recognize regional disparities and contextual realities. Each refugee-hosting region is characterized by unique political, governance, security, and socio-economic conditions. As a result, the roadmap will be operationalized through Area-Based Implementation Plans that translate national and international commitments, policy priorities, and strategic objectives into context-specific, prioritized, and costed action plans. This approach will enable differentiated implementation and transition pathways while maintaining national coherence and alignment with the overall vision and objectives of the roadmap as well as other national policies and strategies.

Adaptability to evolving humanitarian delivery models

Makatet's implementation will take into account potential changes to humanitarian aid approaches, recognizing the need for continued lifesaving assistance and protection for certain populations. While focused on medium- to long-term inclusion and systems strengthening, the roadmap allows for flexibility in sequencing and prioritization to ensure complementarity with humanitarian response and adaptability to future shifts in aid delivery frameworks.



A Sudanese family prepares for a family picture after being relocated to the Ura integrated settlement, in the Benishangul-Gumuz region of Ethiopia.



Solutions from the start approach

This approach delivers inclusive, sustainable solutions by combining humanitarian and development assistance from the outset. It emphasizes early engagement of all relevant actors—mobilizing their involvement even without immediate financial contributions—to build a foundation for medium-term collaboration. Since reforming response models later is complex and costly, early structured coordination helps avoid long-term challenges. Regularly reviewing the balance between humanitarian and development efforts ensures ongoing improvements and adaptability.

Responsibility sharing to enable a sustainable transition to national systems

Makatet is grounded in a government-led, sustainable model of refugee management that reinforces national ownership and the integration of refugees into existing structures. The implementation of Makatet recognizes the continued importance of international responsibility sharing and sustained donor support to bridge capacity gaps and ensure a smooth transition toward nationally managed refugee services, building on ongoing efforts to institutionalize service delivery and strengthen system resilience.

Unified planning and reporting approach

The Makatet Roadmap will adopt a “one plan, one report” modality to enhance synergy and ensure effective, efficient use of resources. This approach maximizes value for money by consolidating contributions and avoiding duplication of efforts, directing all resources toward the successful implementation of the roadmap.

Localization

The Makatet Roadmap will focus on empowering local non-government organizations (NGOs), community leaders, and local governments, to lead development initiatives in their own communities. This approach ensures solutions are culturally relevant and effective in meeting local needs.

Mainstreaming cross cutting issues

The refugee response and host communities’ support should take account of the social, gender, economic, disability-related, environmental, and other related cross-cutting issues at all levels of the response management processes and actions. This includes sexual and gender-based violence, specific needs, and other vulnerabilities.

SHARED RESPONSIBILITIES, FINANCING, AND SUSTAINABILITY

The successful implementation of the Makatet Roadmap will require strong national leadership, sustained partnership, and predictable investments over time. The roadmap is founded on the principle of shared responsibility, recognizing that refugee inclusion generates benefits and obligations that extend beyond any single institution or stakeholder.

The Government of Ethiopia remains committed to advancing the socio-economic inclusion of refugees through policy reforms, institutional leadership, strengthened coordination mechanisms, and the progressive integration of refugees into national systems and services. This commitment is further demonstrated through continued national and international pledges, including efforts to expand access to economic opportunities and essential services, and social protection, for refugees and host communities. Most importantly, the Government will continue to facilitate access to land, infrastructure, and other natural resources and public goods that support inclusive development and sustainable solutions for both refugees and host communities.

At the same time, the realization of the roadmap's objectives will require continued support from development partners, donor governments, international financial institutions, United Nations agencies, civil society organizations, and the private sector. Such support may include financial resources, technical assistance, capacity development, policy support, and investments in national and local systems that benefit both refugees and host communities.

The roadmap provides a framework for aligning existing and future investments around shared priorities and measurable outcomes. Through strengthened coordination, joint planning, and area-based implementation, stakeholders will be encouraged to leverage comparative advantages and mobilize resources in a complementary and strategic manner.

To promote transparency, accountability, and effective oversight of implementation, the Government of Ethiopia will maintain a mechanism to track investments and contributions supporting the objectives of the roadmap. This mechanism will facilitate the efficient allocation of resources to refugee-hosting regions as well as to national institutions and service delivery systems that benefit both refugees and host communities.





Financing provided under the roadmap shall be additional to and complementary with ongoing development investments and will not alter existing constitutional, legal, institutional, or fiscal arrangements governing public resource allocation and management under the Federal Government.

The long-term sustainability of the roadmap will depend on progressively strengthening and capacitating national systems and institutions while maintaining predictable international support during the transition period. In this regard, the roadmap reflects the principles of international cooperation and responsibility-sharing under the Global Compact on Refugees, recognizing that sustainable refugee inclusion requires both national ownership and continued global partnership.

The roadmap will be complemented by a comprehensive stakeholder mapping outlining the potential roles and contributions of key stakeholders, including government institutions, development partners, United Nations agencies, civil society organizations, international NGOs, academic and research institutions, refugee-led organizations, and the private sector, in relation to the different pillars of the roadmap. By clarifying areas of comparative advantage and collaboration, the mapping supports resource mobilization, partnership development, and the coordinated implementation of interventions necessary to achieve the roadmap's objectives.

COORDINATION AND GOVERNANCE STRUCTURES

The implementation of the Makatet Roadmap and the Global Refugee Forum (GRF) pledges will be government-led and anchored in existing national systems and structures. Implementation will involve relevant sector lead ministries, the Refugees and Returnees Service (RRS), the United Nations High Commissioner for Refugees (UNHCR) and other United Nations agencies, as well as development partners, donors, multilateral and bilateral institutions, national and international NGOs, civil society, private sector actors, refugee and host communities, and other stakeholders, with clearly defined roles and responsibilities to be specified during the operationalisation of the Roadmap.

Existing refugee coordination mechanisms, including regional, sectoral and technical structures, will be progressively aligned with and integrated into the Makatet coordination system to ensure coherence, avoid duplication, and maximise the efficient use of resources. Coordination structures will remain adaptive and may evolve over time in response to implementation needs and contextual developments.

To support effective implementation, a structured, multi-level, and multi-stakeholder coordination system will be established, bringing together relevant actors across sectors and levels to support planning, implementation, monitoring, and reporting of the Makatet Roadmap.

Detailed Terms of Reference (ToRs) are developed and define the roles, responsibilities, relationships, and institutional arrangements of the different components of the Makatet coordination system.

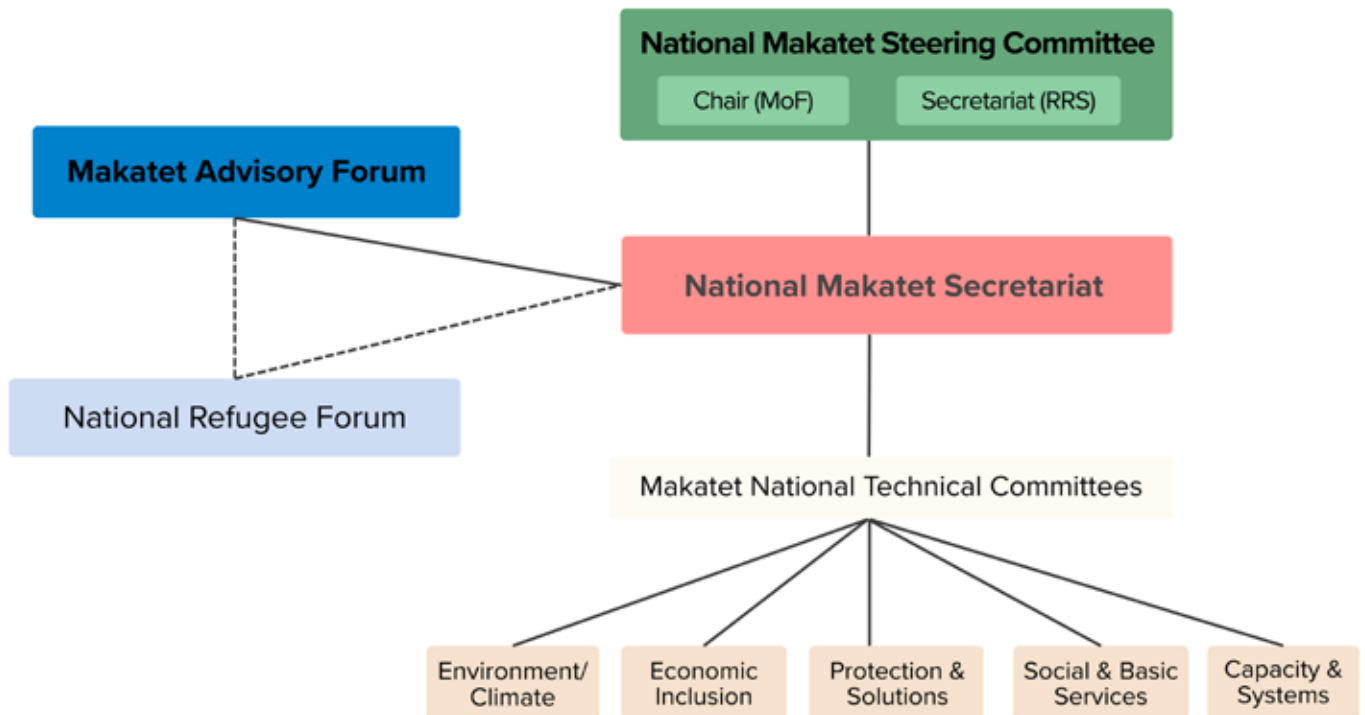
NATIONAL MAKATET COORDINATION AND PARTNERSHIP STRUCTURE

The federal-level coordination structure provides a platform for strategic guidance, coordination, and oversight of the implementation of the Makatet Roadmap in Ethiopia. It brings together relevant government institutions and partners to ensure coherent, aligned, and effective implementation across sectors.

The national coordination system comprises four core structures: the National Steering Committee, the National Makatet Secretariat, the National Technical Committees, and the Advisory Forum.

National Makatet Steering Committee: The National Steering Committee serves as the highest-level decision-making and strategic oversight body for the implementation of the Makatet Roadmap. It is composed of senior representatives of relevant Federal Government Ministries and Agencies. The Committee provides strategic direction, ensures alignment with national priorities, and reviews and approves key plans and progress, including the annual Makatet implementation plans.

National Makatet Secretariat: The National Makatet Secretariat serves as the central coordination body responsible for the operational coordination of the roadmap. Hosted by the Refugees and Returnees Service (RRS), the Secretariat facilitates coordination across government institutions, technical structures, and partners. It supports planning, implementation, monitoring, and reporting processes, ensures follow-up on decisions, and strengthens coordination across federal, regional, and local levels. The Secretariat is headed by a National Makatet Secretariat Director.



Makatet National Technical Committees: The National Technical Committees are pillar-based technical coordination platforms that support the implementation of the roadmap across its strategic areas. They are responsible for facilitating joint planning, technical coordination, and monitoring of implementation, including contributions to annual plans and reporting processes. Technical Committees are co-chaired by the relevant line ministry and the Refugees and Returnees Service (RRS).

Makatet Advisory Forum: The Advisory Forum serves as a multi-stakeholder advisory and consultation platform supporting the implementation of the roadmap. It brings together development partners, UN agencies, civil society organisations, private sector actors, academia, and other stakeholders to facilitate dialogue, knowledge exchange, and partnerships. The Forum provides strategic inputs and promotes coordination among stakeholders, while remaining non-decision-making in nature. It also provides an entry point for structured stakeholder engagement, including perspectives from refugees and host communities, including through a national refugee coordination structure as outlined below.

Refugee Engagement: In addition to the four core coordination structures, a National Refugee Advisory Forum will be established to progressively strengthen a structured, meaningful, and representative refugee engagement at the national level. The forum is a platform through which refugee communities across the country are directly represented and able to engage and exchange with one another at a peer-to-peer level. It enables refugee leaders, representatives, and RLOs to coordinate among themselves and channel organized, representative inputs into national and sub-national policymaking, planning, implementation, monitoring, and decision-making processes under the Makatet framework and beyond. The forum is institutionally linked to both the Advisory Forum and the Secretariat to ensure coordination, alignment, and effective follow-through across the framework.

REGIONAL MAKATET COORDINATION AND PARTNERSHIP STRUCTURE

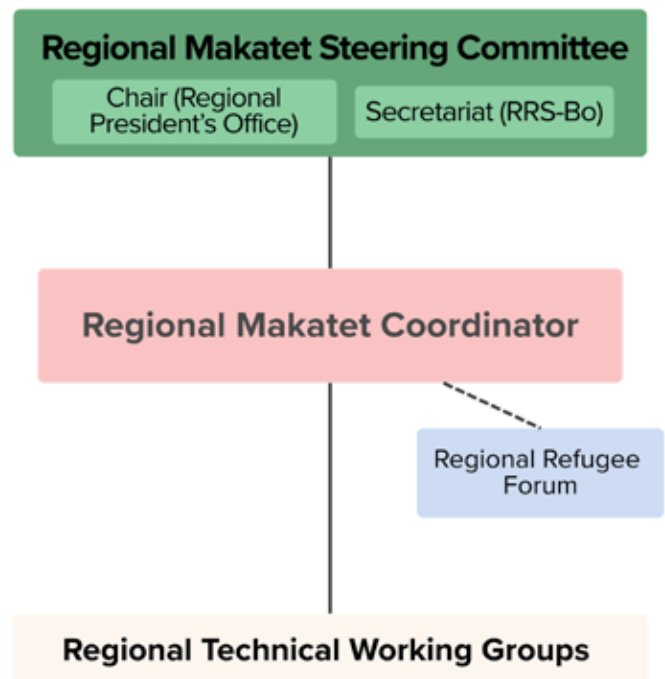
The regional coordination system comprises three core structures: the Regional Steering Committee, the Regional Makatet Coordinator, and the Regional Technical Committees, complemented by cross-cutting mechanisms for structured and meaningful refugee engagement.

Regional coordination will build on and strengthen existing sectoral and multi-stakeholder coordination platforms, adapting them as needed to align with the objectives and structure of the Makatet Roadmap

Regional Makatet Steering Committee serves as the primary decision-making and oversight body at regional level. It is composed of senior representatives of relevant regional government institutions. The Committee provides strategic direction, ensures alignment with regional priorities, and oversees the implementation of the Makatet Roadmap at regional level. It reviews progress, addresses key challenges, and provides guidance to support effective implementation, informed by inputs from technical structures and partners.

Regional Makatet Coordinator (Secretariat Function): The Regional Makatet coordination function is carried out by a designated Makatet Coordinator, embedded within the Refugees and Returnees Service (RRS) regional or zonal structures. The coordinator is responsible for facilitating planning, implementation, monitoring, and reporting processes at regional level, ensuring information flow across pillars and levels, and supporting linkages between national, regional, and woreda coordination structures. The coordinator also supports the consolidation of implementation feedback and contributes to national-level coordination and reporting processes.

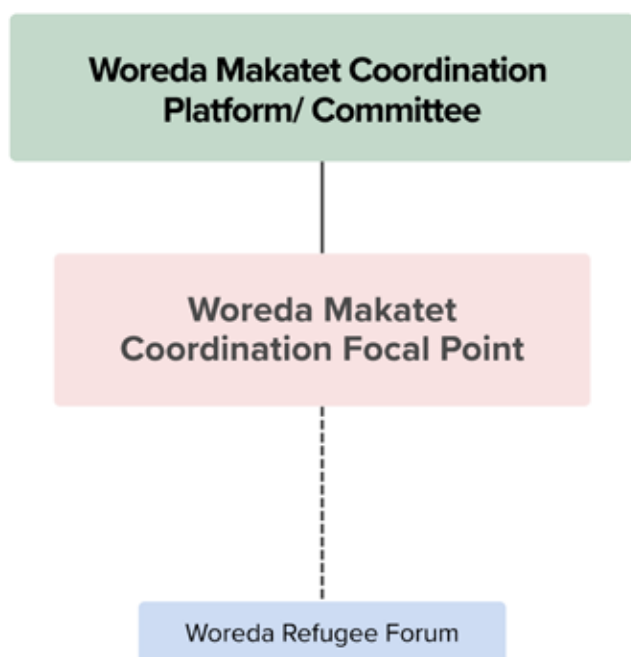
The Regional Technical Committees are pillar-based technical coordination platforms that support the implementation of the Makatet Roadmap at regional level. They facilitate technical coordination, joint planning, and monitoring of implementation across sectors, and ensure alignment with national priorities and regional contexts. The Committees bring together relevant regional government institutions, implementing partners, and other stakeholders, and serve as the primary platform for operational coordination and problem-solving. Where relevant, these committees will build on or align with existing sectoral and multi-stakeholder coordination structures to ensure efficiency, avoid duplication, and leverage existing capacities and expertise.



They also provide inputs to the Regional Steering Committee and contribute to reporting and coordination processes at national level.

The Regional Makatet Steering Committee, in coordination with RRS and UNHCR, may decide to establish a Regional Makatet Advisory Forum to facilitate close collaboration with development and humanitarian actors, UN agencies, civil society organizations and other stakeholders. It can serve as an advisory platform to facilitate dialogue, knowledge exchange, and partnerships.

Refugee Engagement. In addition to these core structures, Regional Refugee Advisory Forums will be established to progressively strengthen a structured, meaningful, and representative refugee engagement at the national level. The regional refugee engagement forum is a platform where refugee communities across a specific region will have a direct upward representation. It is a platform that enables refugees to articulate, consolidate, and systematically channel their perspectives into planning, implementation, monitoring, and decision-making processes under the Makatet framework and beyond. It allows refugee leaders, representatives, and RLOs to coordinate among themselves and to provide organized and representative inputs into national and sub-national policymaking and implementation.



The woreda-level coordination structure focuses on the practical implementation of the Makatet Roadmap at local level, where services are delivered and interactions between refugees, host communities, and institutions take place. It brings together relevant woreda authorities, service providers, and partners to ensure coordinated, inclusive, and context-specific implementation.

The woreda coordination system comprises a Woreda Makatet Coordination Committee and a designated Woreda Makatet Focal Point, complemented by cross-cutting mechanisms for structured and meaningful refugee engagement.

The Woreda Makatet Coordination Committee serves as the primary coordination and problem-solving platform at woreda level. It is chaired by the Woreda Administration or a designated authority and brings together relevant sector offices, service providers, and partners. The Committee coordinates the implementation of the Makatet Roadmap at local level, facilitates collaboration across sectors, identifies operational challenges, and supports practical solutions. It also ensures alignment with regional priorities and provides feedback to regional coordination structures.

A designated Woreda Makatet Focal Point, embedded within the woreda administration, supports the coordination function at local level. The Focal Point facilitates meetings and follow-up of the Coordination Committee, supports local planning, monitoring, and reporting processes, and ensures communication and linkages with regional coordination structures.

Efforts will be made to strengthen structured, meaningful, and representative refugee engagement at woreda level. This includes enabling refugee leaders to participate in local consultations and coordination processes, articulate their perspectives, and contribute to the identification of priorities and solutions at community level. Engagement mechanisms will build on existing community and coordination structures and will be adapted to local contexts.

MONITORING, EVALUATION AND LEARNING

The existing gaps regarding the data management system are briefly outlined in the SWOT analysis section of the strategic document. The primary objectives of the Makatet M&E system are to track the implementation of the Roadmap and ensure its effectiveness as well as provide lessons for future implementation and adjustments.

The planned monitoring and evaluation system will focus on tracking progress made in implementing the Roadmap's interventions and assessing their effectiveness in addressing existing gaps in data management per the Makatet strategic pillars. This system will be applied at both the national and regional level that host refugees, ensuring comprehensive oversight and evaluation across diverse contexts.

The national and regional monitoring and evaluation systems for the Makatet Roadmap will focus on tracking the implementation progress by gathering data and information related to projects at the national, local, and community levels. In contrast, the portfolio M&E will aim to analyse how various projects, whether in one or multiple regions, contribute to achieving a common set of objectives outlined in the Makatet Roadmap. This dual approach will ensure comprehensive oversight and understanding of both localized efforts and their collective impact.

Technology Based Modern Information Management System and joint monitoring with multi-stakeholders at all levels of the implementation will be applied. Periodic monitoring activities will be conducted bi-annually. An annual joint review of results will be conducted at all levels to ensure adequate progress on the Roadmap pillars. The results of the monitoring and evaluation would be used to improve effectiveness and efficiency of the process, and facilitate incorporation of new assessments and emerging science, as well as highlight lessons learned.

Developing and implementation of comprehensive information management system comprises human capacity at various levels, equipped with technology and organized with full-fledged functions (database, set of planning instruments and tools, implementation modalities, monitoring, and evaluation systems, reporting and learning formats and systems), ensures efficient and effective information analysis and expand opportunities for sharing and learning.

Emphasis will be placed on developing a central data management system to track implementation of the Makatet Roadmap and allow inputs from a range of stakeholders to indicate their activities in support of Makatet priorities that will be managed by the Office Makatet Secretariat. The tool needs to have harmony within the sectors for reporting and knowledge management and information sharing.

The results would also be used to develop reports on the progress and effectiveness of the Makatet Roadmap process, which could inform through national communications and other reporting channels.



ASSUMPTIONS

- The country continues to maintain a sustainable economic, social, and political environment that offers peace, security, stability, and ensures the well-being of refugees.
- Existing and new relevant supportive legislation and policy frameworks targeting refugees and host communities will be in place.
- There is an enabling environment to increase participation of the private sector.
- Donors, humanitarian, and development partners are committed to supporting the Roadmap technically and financially.
- Government's priorities and commitments will continue.

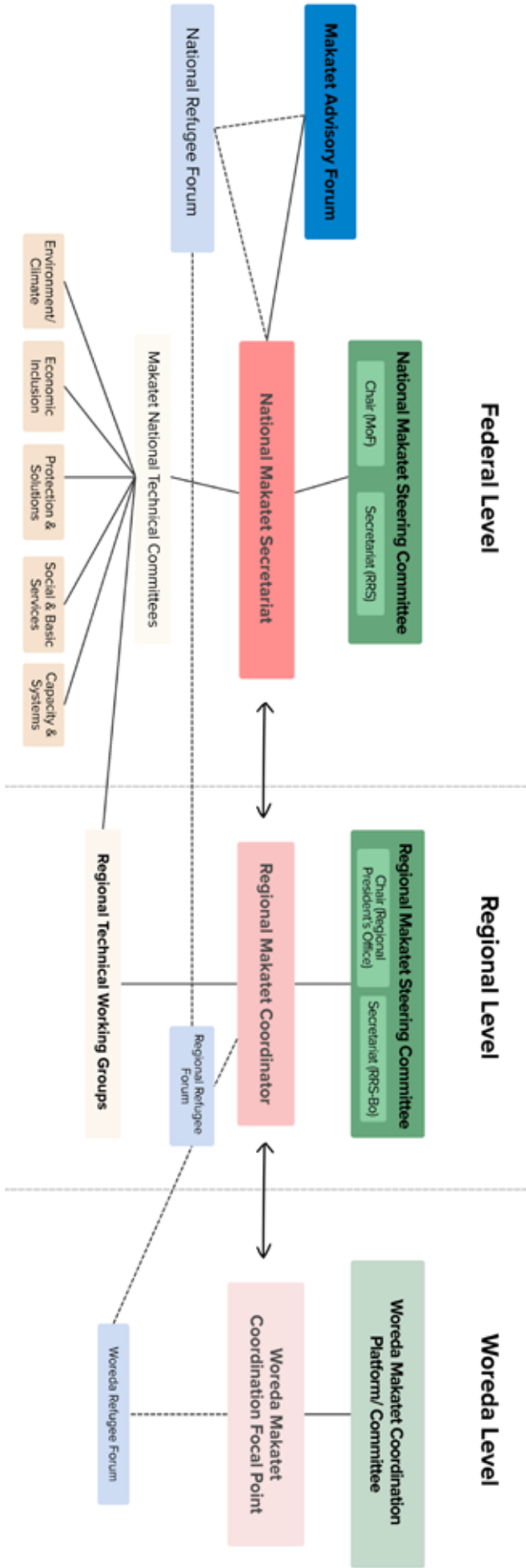
RISK ANALYSIS

Potential Risks and unintended outcomes	Likelihood (Low, Medium and High)	Impact	Mitigation Measures
Insufficient resources undermine progress and disrupt essential service delivery Lack of development funding limits infrastructure development and inclusion efforts/gains	High	High	Developing a realistic, prioritized, and phased implementation which places strong emphasis on cost-effectiveness, sustainability, and efficiency. Develop a joint resource mobilization strategy, host regular donor briefings, and showcase the impact of Makatet through visibility products. Prioritize localization of cooperations for service delivery through engagement with refugee-led organizations, local service providers, local government structures.
Lack of coordination between government line ministries, UN agencies, NGOs	Medium	High	Establish an inclusive Makatet Coordination structure aligned with federal, regional, and local systems, involving government, UN, NGOs, donors, refugees, host communities, and private sector. Operationalize through a Steering Committee, Technical Committee, Secretariat, and Advisory Forum with clear accountability, clear TORs, reporting lines, and monitoring tools. If the Makatet Coordination structure fails, conduct a coordination audit to identify gaps, introduce third-party facilitation, and pilot regional models. Use digital tools and strengthen bilateral coordination to maintain momentum.
Conflict, insecurity, and social unrest affecting refugees and host communities	Medium	High	Collaborate closely with government authorities to strengthen protection mechanisms for refugees and host communities. Advocate for increased security presence in high-risk areas and integrate conflict-sensitive programming. Engage communities in peacebuilding and early warning initiatives. Support peacebuilding exercises involving refugees and host communities, local leaders, and youth groups. Integrate conflict-sensitive approaches into humanitarian and development programming.

Potential Risks and unintended outcomes	Likelihood (Low, Medium and High)	Impact	Mitigation Measures
The presence of refugees further exacerbates tensions with host communities	Medium	High	Promote social cohesion through inclusive dialogue, joint community projects, and cultural exchange activities such as music and art festivals as well as inclusion in sport. Ensure equitable access to services for both refugees and hosts. Use community-based planning, joint committees, and regular dialogue to promote social cohesion and address grievances.
Refugees' high dependency on humanitarian assistance	High	Medium	Facilitate refugees access to economic opportunities to graduate from humanitarian assistance in line with national standards.
Significant fluctuations in market prices/inflation, currency devaluation	High	Medium	Monitor market trends and adjust cash assistance transfer values accordingly. Advocate with government and partners for social protection measures to cushion vulnerable groups. Promote livelihood diversification and financial literacy to build resilience against inflation and currency shocks.
Natural disasters or unfavourable climatic conditions in areas hosting refugees.	High	Medium	Focus on activities that enhance community resilience, which in turn contributes to local economic resilience and promotes the adoption of sustainable green technologies.
Limited private sector engagement	Low	Medium	Develop a strategy with specific options and proposals to strengthen partnerships with the private sector through PPPs, vocational training, and market linkages. Recognize refugee-friendly businesses and promote success stories to inspire private sector engagement.



COORDINATION STRUCTURE OVERVIEW



ANNEXES

ANNEX 1 - Key Milestones and Timeline for the Implementation of the Makatet Roadmap (2026-2030)

The table below outlines the key milestones and timeline for the Makatet Roadmap over the next five years, focusing on a comprehensive approach to refugee inclusion in Ethiopia. It provides key milestones and deliverables aligned with a timeline, designed to facilitate ongoing engagement and guide both vertical interventions within specific pillars and horizontal actions across them. Area-based planning and detailed work plans will be developed to define the necessary activities, timelines, and the agencies and partners responsible for achieving these outcomes.

The Makatet Roadmap builds on Ethiopia's longstanding efforts to advance refugee inclusion and solutions, consolidating ongoing initiatives into a coherent, phased framework, with each phase building upon the previous one. The first year will focus on setting up the coordination structure, conduct assessments, and the initial implementation of pilot programs, which will be scaled up and expanded in the second year. Year 3 will concentrate on consolidation, strategic adjustments based on progress and institutionalization, with evaluation and optimization occurring by the end of year 4. The final year will be dedicated to a comprehensive review and ensuring long-term sustainability. The phased approach is intended to provide a structured pathway for implementation and learning. While certain foundational activities are sequenced across the five years, interventions will be introduced progressively based on readiness, priorities, and available resources.

Makatet is a transitional roadmap. The groundwork, especially related to capacity and systems development and climate action, will be laid throughout the roadmap's duration, while parallel strategic activities in other pillars will ensure a holistic approach to refugee inclusion. It is essential to strengthen or establish national systems that can effectively absorb the refugee population and address their needs, ensuring these systems are not overwhelmed or at risk of collapse due to overstretch.

In preparation for the launch of the Roadmap, the remaining key activities will be carried out. A comprehensive stakeholder mapping exercise will be conducted to identify key actors and potential partnerships. Stocktaking of existing initiatives and a 3W (Who, What, Where) analysis will be undertaken to identify development opportunities and ensure alignment with the Roadmap's strategic pillars and goals. A communication strategy will be developed to support outreach and engagement. Advocacy campaigns will be implemented to raise awareness of Ethiopia's refugee integration efforts and to mobilize critical international resources and expertise.



Pillar	Milestone Activity	Indicator	Quarter	Lead Entity
Year One				
P6	Makatet coordination structure operational at federal and regional levels	Functional coordination structures in place	[Q3]	RRS, MoF, UNHCR, Regional presidents' offices
P5&P4	A baseline National inclusion capacity assessment and stakeholder mapping undertaken	Baseline study and mapping conducted	[Q3]	RRS, MoF, UNHCR, MoPD, UNHCR
P5	An area-based implementation plan developed in all refugee hosting regions	Area based implementation plan approved	[Q3]	RRS, MoF, UNHCR, MoPD, UNHCR
P6	Operational tools (SOPs and programs) put in place to support the organization and functions of RLOs	SoPs approved	[Q3]	RRS, ACSO
P6	Develop partnership, resource mobilization and communication strategy and initiate advocacy for resource mobilization	Advocacy strategy document approved, and Number of advocacy engagements conducted	[Q3]	RRS, MoF, UNHCR, MoPD
P6	Refugee participation mechanisms established within Makatet coordination structures	Launch of the National Refugee Advisory Forum	[Q3]	RRS, UNHCR, GIZ
P2	Standard Operating Procedure for implementation of refugees' right-to-work directive developed	Refugees' right to work inter-agency SoP developed	[Q3]	RRS, MoLS, MoTRI, Regional Bureaus, WB, GIZ
P2	Existing labor market assessments reviewed and analyzed; rapid assessment on refugee's digital and financial literacy conducted	Livelihood opportunities identified and market linkages established	[Q3]	RRS, MoLS, MoTRI, Regional Bureaus, WB, GIZ
P1	National baseline on refugee-hosting energy access and environmental degradation completed; priority sites selected for electrification & clean cooking rollout	Baseline environmental assessment and risk mitigation strategy developed	[Q4]	EPA, RRS, Regional Bureaus, EEU, MoWE, MoILL
P1	Existing national environmental & energy transition plan for refugee-hosting areas consolidated	Consolidated environmental and energy plan in place	[Q4]	EPA, RRS, Regional Bureaus, EEU, MoWE, MoILL
P3	Protection service SOPs and documentation backlog reduction initiated	Documentation backlog reduced by 30%	[Q4]	RRS, UNHCR
P5	Implement capacity and organizational development programmes for RRS, RLOs, CBOs, and other federal/regional/ local government authorities initiated	Organizational and capacity development initiatives implemented for RRS and selected RLOs	[Q4]	RRS, MoF, UNHCR, RRS, WB, GIZ
P4	Refugees included in sustainable health financing mechanisms (CBHI pilot expansion)	MoU with MOH, program pilot launched in urban areas	[Q]	MoH, RRS

Year Two				
P3	SOP developed for providing comprehensive and targeted humanitarian assistance to refugees with specific needs	SoPs developed and operationalized	[Q1]	RRS, EDRMC, UNHCR
P1	Refugee-hosting areas formally included in national climate and adaptation programming	Refugees included in national climate adaptation plans such as NDC-linked plans	[Q2]	EPA, RRS, MoPD, MoA, MILL
P4	Adequate implementation plan developed to transform selected refugee camps into sustainable urban settlements	Housing typologies, service integration and implementation plan developed	[Q2]	RRS, MoPD, UN-Habitat
P2	National job-matching and skills profiling platforms and certification recognition mechanisms established	20,000 refugees supported through inclusive livelihood interventions	[Q3]	RRS, MoLS, MoTRI, MoA, WB, GIZ, Regional Actors,
P3	National GBV and child protection service platforms expanded to refugee populations (via OSC model)	National GBVIMS and CPIMS expanded to include refugees	[Q3]	RRS, MoWSA, MInT
P3	Refugees' integration into national ID and civil registration systems scaled	800,000 refugees registered in the National ID Program	[Q4]	ICS, NIDP, RRS
P3	Machine-readable documentation and travel identity systems operationalized	Number of MRCTDs issued	[Q4]	ICS, NIDP, RRS

Year Three				
P6	Impactful advocacy campaigns conducted to increase awareness of Ethiopia's refugee integration efforts	Number of advocacy campaigns conducted	[Q2]	RRS, UNHCR
P2	Refugees connected to formal financial systems and digital economic platforms	Revolving funds established addressing 4 refugee hosting areas	[Q2]	RRS, MoLS, WB, NBE, GIZ
P2	Digital infrastructure expanded, including broadband connectivity in refugee hosting areas	Internet connectivity scaled up to address additional 20% of the refugee population	[Q3]	RRS, ETA, Private Network Providers,
P5	Refugees included in National information management systems, including child protection, GBV, HMIS, EMIS, LMIS, etc. And comprehensive digital framework created that links government e-services for refugees	MoUs signed with key government authorities and Data sharing and integration in place	[Q3]	ICS, NIDP, MoWSA, MoLS, MoE, MoH, Regional Bureaus, MInT
P1	Pilot climate-resilient land restoration, reforestation, and clean energy interventions operational in priority hosting areas	10,000 ha of land reforested; 500 ha land rehabilitated and Grid/off-grid electrification operational in 3 major refugee-hosting areas;	[Q3]	EPA, RRS, MoPD, MILL, MoA
P4	Selected education and health facilities begin integration into national service systems with sustainable financing	Number of schools and health facilities integrated, and financing secured	[Q4]	RRS, Regional Bureaus



Year Four				
P2	Private sector engagement strategy operationalized and anchored around structured value-chain pilots in refugee-hosting areas	Policy framework approved	[Q1]	RRS, MoPD, MoF, MoTRI
P3	Protection monitoring system established across camp and urban refugee settings	Monitoring system in place	[Q1]	RRS, UNHCR
P5	Establishing standardized methods for collecting, compiling, and disseminating data, ensuring comparability and accuracy as per government system and International Recommendations on Refugee Statistics (IRRS)	Refugee statistics data sharing and integration in place	[Q1]	ESS, RRS, NIPD
P6	Coordination for private sector engagement operationalized	National forum with the private sector relationships established	[Q3]	RRS, MoTRI, MoF, EIC,
P1	Connection to grid's power system and the introduction of off-grid electrification systems, particularly solar energy solutions, introduced and scaled up	Additional 10% of refugee areas electrified	[Q4]	EEU, MoPD, RRS, EEU, MoWE

Year Five				
P1	Refugee-hosting areas transitioned into climate-resilient production landscapes with sustainable energy systems embedded	Climate adaptation and clean energy strategies implemented in 50% of refugee hosting areas	[Q2]	MoPD, MILL, EEU, EPA, RRS MoWE
P2	Refugee-inclusive livelihood systems embedded within national economic programs (e.g. safety nets, climate-smart agriculture models)	Targeted productive Safety Net projects implemented for selected refugee communities	[Q3]	RRS, MoPD, MoF, MoA
P4	Infrastructure upgrades and constructions finalized for water supply systems and sanitation, schools and health facilities	Number of facilities upgraded/rehabilitated and new facilities constructed	[Q3]	RRS, WB, Development partners
P6	Lessons learned through the implementation systematically and documented final stakeholder summit held to gather strategic recommendations	Lesson learning documents published	[Q4]	RRS, UNHCR WB

Note: Timelines are aligned with the Makatet Roadmap with official launch in Q3 2026 and consolidation by end of 2030.

Ongoing Activities (Throughout 2026-2030)

- Annual Progress Reviews: Regular meetings with the Advisory Forum to assess progress and adjust as needed.
- Resource Mobilization and Advocacy: Continuous efforts to secure funding, engage stakeholders, and raise awareness on refugee inclusion.
- Capacity Building: Ongoing training programs, workshops, and technical assistance to ensure the effectiveness of local actors and stakeholders.
- Monitoring and Evaluation (M&E): Consistent data collection, analysis, and reporting on key performance indicators related to refugee inclusion and socio-economic impact.

ANNEX II - SWOT ANALYSIS

This SWOT analysis offers a broad initial reference to support the development of the situation analysis, guide pillar-based interventions, and inform the overall roadmap document.

No.	Pillars	Strengths	Weaknesses	Opportunities	Threats	Recommendations
1	Environmental Protection and Climate Resilience	National policies and strategies- Ethiopia's Climate Resilient Green Economy (CRGE), National Adaptation Plan, Environmental Policy of Ethiopia (EPE), Ethiopia's Long-term Low Emission and Climate Resilient Development Strategy (2020-2050), Ethiopia's Green Legacy initiative, 2023 GRF Pledge on Climate Action, National Policy and Strategy on Disaster Risk Management, Humanitarian and Disaster Resilience Plan (HDRP, 2018), Woreda CRGE Mainstreaming Guidelines, National Electrification Program 2.0, Integrated Planning for Universal Access (2019), Final Draft Multi-actor Cooking Energy Strategy for Refugees and Host Communities in Ethiopia (2022-2030), Electrification Strategy for Refugees and Host Communities in Ethiopia (2024-2030).nd productivity.	Weak coordination across activities and institutions, with limited integration into sectoral humanitarian and development programming. Sustainability challenges for intervention measures such as rehabilitation of degraded land and forest management programs. Refugee camps and sites not connected to the national electricity grid. Minimal mini-grid interventions. Critical shortage or absence of household cooking energy. Pressure on land and environmental degradation are linked to refugees' reliance on wood for lighting, cooking, heating, and construction.	Strong commitment from the government at both federal and regional levels. Growing concern and engagement from the international community, including the UN, NGOs, INGOs, and donors. Ethiopia's designation as a High-Impact Country (HIC) for clean cooking in the SDG 7 Tracking Progress Report, creating opportunities to mobilize international financing. The 2023 GRF climate action pledge by the FDRE. Affordable electricity, with some unelectrified households located close to the national grid. Abundant renewable energy resources.	Tensions between refugees and host communities are linked to deforestation and land degradation. Climate change impacts and unpredictable weather patterns, including droughts, floods, disease outbreaks, and desert locust infestations in the East African region, contributing to increased displacement and refugee influx. Underdeveloped energy markets combined with limited private sector investment. Limited household ability and willingness to pay for modern energy products and electrification services.	Strengthen support for government initiatives and policies through both financial and technical assistance to enable effective implementation on the ground. Treat cooking energy and electrification in displacement settings as a long-term challenge requiring sustainable, system-level solutions. Create an enabling environment for stronger private sector engagement in cooking energy and electrification, supporting sustainable market development. Invest in capacity building across key areas: awareness raising, technical research and development, business and consumer market development, and the establishment of performance standards and benchmarks (safety, efficiency, emissions, durability), alongside financing mechanisms such as targeted subsidies and grants, and robust monitoring and evaluation systems.
		Strong Institutions at Federal and regional level (MoA, Ethiopia Environmental protection Authority, Research institutions, Universities, TVETs) Access to sustainable and clean energy for cooking and electrification is increasingly recognized as a human right, essential for people's safety, well-being, and productivity.	Short-term, sporadic, and piecemeal interventions, reflecting the absence of long-term programming. Cooking energy and electrification are not formal strategic priorities in humanitarian and development responses, and funding for environmental protection and climate resilience remains far below investment needs. Shortage of dedicated energy experts within the humanitarian and development system in refugee-hosting areas. Limited capacity for technology research, adaptation, and innovation. Lack of standardization and quality certification, affecting product quality and the acceptance of new cooking fuels and technologies. Limited data, evidence, monitoring, evaluation, and knowledge-sharing.	Ongoing initiatives promoting market-based approaches through social enterprises and cooperatives. Expanding livelihood interventions among refugee populations, increasing incomes and demand for clean cooking solutions.		Strengthen cross-sector coordination and mainstreaming among government, humanitarian, development, and private sector actors. Ensure approaches are context-appropriate and responsive to the specific needs and vulnerabilities of women and girls. Develop affordable and inclusive electricity tariff structures to improve access for refugee populations. Mobilize climate finance opportunities, including carbon offset mechanisms and other climate financing instruments, to support renewable energy investment



No.	Pillars	Strengths	Weaknesses	Opportunities	Threats	Recommendations
2	Economic Inclusion	Strong government commitment and pledges to advance refugees' self-reliance. High willingness and interest among refugees to pursue self-reliance opportunities. Ethiopia's robust agricultural sector offering potential employment opportunities for refugees. Legal right to work for refugees established under Proclamation No. 1110/2019 (Article 26) Adoption of the Directive to Implement Recognized Refugees' and Asylum Seekers' Right to Work (Directive No. 1019/2024). Introduction of the new refugee ID, including a Fayda number, enabling improved access to business licenses and financial services.	Limited awareness of refugees' right to work, restricting access to formal employment and financial services. Resource constraints that may hinder the Government of Ethiopia's commitments to refugee economic inclusion. Inadequate infrastructure in refugee-hosting areas, limiting opportunities for refugees' economic participation. Insufficient institutional capacity among key stakeholders, including RRS, to effectively implement and support refugees' right to work.	Existing collaboration with line ministries provides opportunities to align refugee economic inclusion with national economic priorities. Stakeholder pledges in support of Ethiopia, including commitments from UN agencies and the private sector. Expanding investments in skills development and vocational training. Increasing space for refugee entrepreneurship and small enterprise development. Opportunities for greater integration of refugees into local markets. Growing private sector engagement in job creation for refugees and host communities.	Competition for jobs between refugees and host communities, potentially creating tensions. Global economic downturns and shifting donor priorities that may reduce funding and resources to support the Government of Ethiopia's commitments. Resistance from some regional authorities and employers to implement refugees' and asylum seekers' right to work. Negative media narratives around refugees' right to work, influencing host community perceptions. Conflict, natural disasters, or climate change in refugee-hosting areas, further constraining refugees' economic inclusion.	Strengthen local capacities to sustain long-term economic inclusion efforts in refugee-hosting areas. Introduce the graduation model within livelihoods and economic inclusion initiatives. Build stronger partnerships with donors, humanitarian and development actors, and the private sector. Promote collaboration with local communities, businesses, and government institutions. Place advocacy for refugees' right to work at the core of RRS's strategy for economic inclusion. Strengthen existing joint initiatives, including social protection programs.
2		Social protection initiatives (UPSNJP/ RHISN) in place to support vulnerable refugee groups with employment				Design region-specific and locally tailored livelihoods and economic inclusion interventions. Position skills development as a central pillar of economic inclusion. Expand access to finance to enable refugees to start businesses and build financial independence. Foster social cohesion between refugees and host communities as a key component of economic inclusion. Improve the enabling legal and regulatory environment to attract private sector investment in refugee-hosting areas.

No.	Pillars	Strengths	Weaknesses	Opportunities	Threats	Recommendations
3	Protection and Durable Solutions	Open-door policy and long-standing experience in refugee hosting and protection. Strong government commitment and political will to ensure refugee protection and solutions. Adequate legal, policy, and institutional frameworks supporting refugee protection. Supportive host communities in many refugee-hosting areas. Ongoing initiatives integrating refugees into national protection systems, including GBV, CP, National ID, vital events registration, and justice services	Limited funding, training, and technical capacity for refugee registration, documentation, and protection services. Coordination challenges, particularly with development and peace actors. Low awareness about refugee rights among refugees themselves, host communities, service providers, and other stakeholders. Legal, administrative, bureaucratic, and economic barriers restricting refugees' access to asylum and protection services. Weak application of conflict-sensitive and context-specific approaches in protection responses.	Ongoing government commitment, including recent GRF pledges. International and regional frameworks and initiatives, such as UNSDCF, GCR/GRF, and IGAD. Improved coordination with stakeholders, including line ministries and regional bureaus. Growing donor interest in supporting refugee inclusion. Support from multiple regional governments for refugee inclusion. Expanding opportunities for complementary pathways.	Rising conflict and insecurity, increasing protection risks and vulnerabilities. Frequent emergencies and influxes of refugees, compounded by protracted situations and climate change impacts, straining hosting capacity. Economic instability and rising cost of living. Resistance from both refugees and host communities. Donor fatigue and declining financial support. Limited prospects for voluntary repatriation, resettlement, and complementary pathways, although opportunities exist to expand and develop these durable solutions.	Strengthen the national asylum system, including registration, birth registration, documentation, and RSD services—through training, funding, technical assistance, and infrastructure support. Support the expansion and reinforcement of national protection systems, including justice, child protection, GBV, and CRVS services, to enhance refugee inclusion. Build capacity for refugee protection monitoring and mainstream protection principles—including AAP, AGD, CBP, and PSEA—across humanitarian and development programming. Advocate for, promote, and facilitate durable solutions, including voluntary repatriation, resettlement, and complementary pathways for refugees, including standardization.
3			Limited mainstreaming of protection principles in humanitarian and development responses. Administrative and bureaucratic obstacles hindering refugees' access to durable solutions and complementary pathways.			Uphold the civilian and humanitarian character of asylum, ensuring legal and physical protection for refugees and promoting peaceful co-existence with host communities.



No.	Pillars	Strengths	Weaknesses	Opportunities	Threats	Recommendations
4	Access to Basic and Social Services	Piloting of an integrated service delivery approach for refugees and host communities through existing public services. Strong government pledges to improve the provision of basic and essential social services. Inclusion of refugees in sector development plans by key line ministries, particularly education and health. Development of water utilities benefiting both refugees and host communities (R-WASH). Global and regional commitments supporting comprehensive and sustainable refugee responses. Established experience in managing refugee responses through an inclusion approach. Pilot initiatives delivering basic social services through government systems, helping avoid parallel structures.	Resource constraints affecting the delivery of basic and essential services. Inadequate infrastructure in refugee-hosting areas. Absence of a clear and sustainable financing model for basic and essential services. Continued reliance on parallel service delivery systems in refugee camps. Lack of licensing and accreditation for schools and health facilities, leading to limited recognition by government line ministries. Capacity limitations within local administrations. Limited clarity on refugee inclusion within line ministries and regional structures. Limited experience with sustainable programming within the humanitarian refugee response model. Emergency responses are often implemented without alignment to national inclusion strategies and standards, placing additional pressure on host community service institutions.	New directives and laws provide a framework to further integrate refugee services into national systems. Potential to expand partnerships with international NGOs and the private sector to strengthen service delivery. Opportunity to formalize accreditation and licensing of facilities providing basic and social services in refugee camps. Growing use of technological solutions such as AI, online learning, and telemedicine to overcome physical and geographic barriers in service delivery. Shared cultural heritage, language, religion, livelihoods, and geography between many refugees and host communities, facilitating social integration.	Political and economic instability. Natural disasters and environmental shocks. High refugee influx during emergencies. Limited partner capacity to manage and implement development-oriented refugee responses. Increasing global competing priorities constraining financial resource mobilization. Limited commitment from countries of origin to address the root causes of displacement and support voluntary repatriation and reintegration.	Strengthen the capacity of national service delivery systems to effectively include refugees, ensuring services are inclusive, sustainable, and accessible to both refugees and host communities. Establish a quadripartite framework involving RRS, UNHCR, line ministries, and regional governments, with clearly defined roles and responsibilities. Ensure refugee response interventions addressing both refugees and host communities are closely aligned with national and local development plans.

No.	Pillars	Strengths	Weaknesses	Opportunities	Threats	Recommendations
5	Capacity and Systems	Progressive refugee policy and legislative framework supporting refugee inclusion. Strong government commitment to integrating refugees into national systems. Digital Ethiopia 2025 promoting inclusive digital development and service delivery	Resource constraints, both financial and technical. Weak and overstretched infrastructure and equipment. Capacity gaps across government levels, including limited awareness, knowledge, and skills among government representatives. Refugee issues not well understood or consistently prioritized. Gaps in data systems, digital platforms, and telecommunications services. Coordination and bureaucratic challenges leading to inconsistencies and inefficiencies in policy implementation and service delivery. Institutional gaps within the refugee protection agency, including the need for stronger organizational systems, procedures, policies, and coordination mechanisms.	Donor interest in supporting HDP initiatives despite declining humanitarian funding. Strong government commitments to refugee inclusion and development. Opportunities for partnerships and collaboration with multiple stakeholders. Availability of existing tools, data, and ongoing initiatives to build on. Refugees' skills and capacities to contribute to host community development. Recent initiatives under Ethiopia's inclusive digital economy strategy. Recent initiatives under Ethiopia's inclusive digital economy strategy.	Ongoing internal and regional conflicts, contributing to further refugee influx. Climate change impacts, creating challenges in refugee-hosting areas. Economic instability affecting government decisions and commitment, including budget allocations. Social tensions arising from insufficient resources. Increased burden on local government structures. Limited capacity for implementation and coordination at federal and regional levels, among both government and partner staff.	Strengthen institutional human capacity and enhance infrastructure to support refugee inclusion. Mobilize funding to ensure sustainability of the response. Build local government capacity to implement commitments and pledges effectively. Invest in digital tools and technologies to improve data collection, management, and service delivery. Establish a comprehensive monitoring and evaluation system to track the effectiveness of refugee inclusion initiatives and system development efforts. Support community engagement strategies to foster local support for refugee inclusion and mitigate social tensions. Enhance partnerships, including private sector engagement and development of PPP policies and legal frameworks.



No.	Pillars	Strengths	Weaknesses	Opportunities	Threats	Recommendations
6	Partnerships, Coordination and Advocacy	Established coordination platforms, including the Refugee Donor Group and Refugee Coordination Group. Strong partnerships with government, UN agencies, LNGOs, INGOs, and regional governments. Engagement with regional coordination mechanisms, such as the IGAD platform. RRS and government mandate to lead refugee responses, implement the GCR, and chair existing coordination platforms. Active Makatet Task Team supporting coordination	Limited access to coordination platforms for refugees, refugee groups, and some regional governments, ministries, and private sector actors. Existing coordination platforms primarily focused on humanitarian response within government and UN planning processes. Low awareness among communities and individuals about current coordination processes. Incomplete alignment of laws and regulations affecting coordination. Limited regional-level coordination on refugee inclusion. Coordination exercises are largely confined to branch offices and refugee camps.	Strong interest from the community, donors, and other stakeholders. Government commitment to refugee inclusion. Establishment of inclusion teams at the regional level, such as in Somali region. Active Makatet Task Team with dedicated staff. Positive relationships established with key donors, including the Netherlands and Germany. Existing Nexus coordination groups operating outside the refugee context.	HDP Nexus and other development-focused coordination mechanisms do not fully include refugee-related topics. Insufficient funding to implement pledges, creating risks for other focus areas. Limited funding to support staffing and other resources needed for effective coordination.	Establish an inclusive and dedicated Makatet coordination structure, involving government (steering committee, technical working group, and regional coordination units), refugees, host communities, private sector, and development actors. Ensure all actors are represented in government-endorsed HDP coordination platforms, with refugees able to participate in decision-making. Advocate for resource mobilization, including staffing and other resources, to support inclusion coordination tasks. Strengthen RRS through structural adjustments and capacity development to fulfill its coordination mandate. Prepare guiding and binding coordination documents, including amendments to relevant proclamations.
6			Limited knowledge of the HDP Nexus among RRS staff, refugees, and host communities. Existing coordination platforms are not consistently convened. Weak partnerships and cooperation with development actors, with few non-transactional collaborations. Refugees have minimal participation in federal and regional coordination and decision-making processes. Reporting systems and requirements of development donors are not fully aligned with UNHCR and RRS systems, leading to gaps in understanding and coordination.			Facilitate knowledge transfer on the HDP Nexus. Promote non-transactional partnerships among stakeholders. Design approaches to access development funding, drawing on models like GIZ-UNHCR SOPs for joint projects.

ANNEX III - THEORY OF CHANGE

Context and Challenges

Ethiopia has a long history of hosting refugees, but significant barriers continue to limit their socio-economic inclusion. Refugee-hosting areas face strained infrastructure, limited access to resources and essential services, and growing environmental pressures. These challenges are further complicated by social tensions and recurring natural disasters, making inclusion efforts difficult to sustain.

Goal

To advance the resilience and socio-economic inclusion of refugees in Ethiopia through climate-sensitive and sustainable approaches that benefit both refugees and host communities.

Assumptions

- Stable Governance and Policy Commitment: Ethiopia continues to maintain steady governance and sustained commitment to refugee inclusion.
- Adequate Funding and Resources: Sufficient financial support is secured from donors, partners, and the private sector to enable effective implementation.
- Effective Coordination: Stakeholders coordinate efficiently across sectors to support coherent delivery of the Roadmap.
- Supportive Legislation and Policies: Relevant laws and policies remain in place and are consistently applied to advance refugee inclusion.
- Community and Private Sector Engagement: Host communities and the private sector remain engaged in creating economic opportunities and strengthening social cohesion.

Input

- Financial Resources: Funding from donors, government allocations, and private-sector contributions
- Human Resources: Capacitated staff across government, local authorities, and community structures
- Infrastructure: Investments in education, health, housing, WASH, energy, and other essential service infrastructure.
- Financial Resources: Funding from donors, government allocations, and private-sector contributions
- Human Resources: Capacitated staff across government, local authorities, and community structures
- Infrastructure: Investments in education, health, housing, WASH, energy, and other essential service infrastructure
- Partnerships: Collaboration among government, UN agencies, NGOs, civil society, the private sector, and refugee communities
- Policy Frameworks: Implementation of the Refugee Proclamation No. 1110/2019 and subsequent and other related legislations.

Activities

- Capacity Building: Equip government institutions and local authorities with the skills and systems required to lead and manage refugee inclusion.
- Infrastructure Development: Upgrade and expand priority infrastructure in refugee-hosting areas, including education, health, WASH, housing, and energy systems.
- Advance Environmental Sustainability: Implement reforestation, watershed management, and clean-energy initiatives that reduce environmental pressure and support long-term resilience.
- Promote Economic Inclusion: Improve refugee access to livelihoods, financial services, and enterprise development in coordination with local labour markets and private-sector partners.
- Enhance Access to Social Services: Support the integration of refugees into national systems and services to ensure equitable access and improved outcomes.
- Protection Mainstreaming: Embed protection, safety, and accountability considerations across all refugee-related interventions.
- Strengthen Community Engagement: Facilitate dialogue, joint initiatives, and community-based mechanisms that foster social cohesion.



Results/Outputs

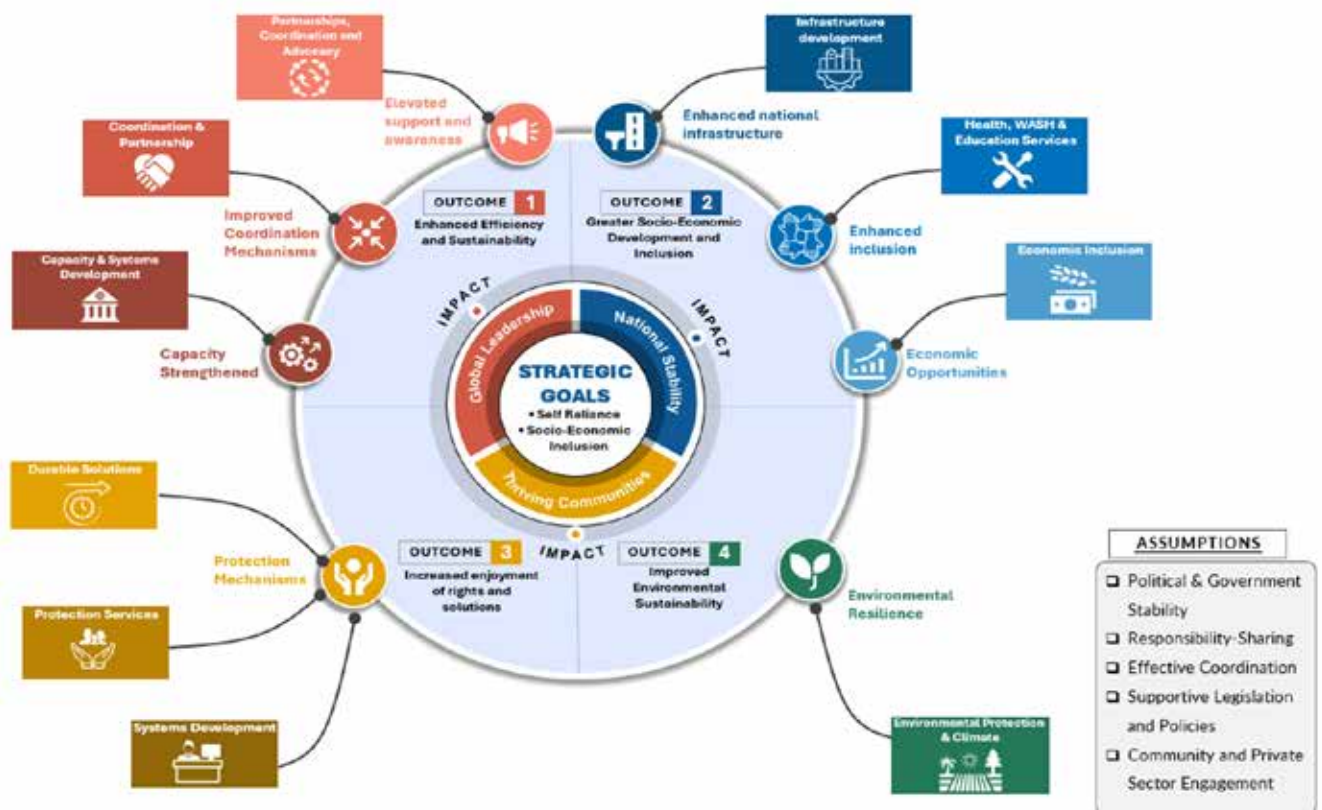
- Enhanced Infrastructure: Improved facilities in refugee-hosting areas, including schools, health centers, and housing.
- Stronger Institutions: Local and national systems are better equipped to absorb and manage refugee inclusion.
- Greater Environmental Resilience: Refugee-hosting areas benefit from sustainable energy and restored landscapes.
- Expanded Economic Opportunities: Refugees and host communities gain increased access to employment and entrepreneurial ventures.
- Inclusive Services: Refugees have equitable access to services.
- Enhanced Protection: Robust systems in place to protect refugees from protection risks

Outcomes

- Greater Resilience: Refugees and host communities are better able to withstand economic, social, and environmental shocks.
- Socio-Economic Inclusion: Refugees are economically active, self-reliant, and integrated into local systems and communities.
- Improved Social Cohesion: strengthened relationships between refugees and host communities, reducing tensions and fostering cooperation.
- Sustainable Development Gains: Refugee-hosting areas contribute to national development through enhanced environmental sustainability and economic growth.

Impact

- Thriving Communities: Refugees and host communities in Ethiopia live together as resilient, self-reliant, and socially and economically active contributors to society.
- National Stability: Inclusion of refugees strengthens Ethiopia's broader peace, stability, and development.
- Global Leadership: Ethiopia is recognized as a leading example of refugee inclusion and sustainable development, serving as a model for other countries.



Mohammed has a physical disability. He fled conflict in Somalia to Ethiopia in February 2023. Since then, he has opened a shop in Mirqaan, Somali that serves both refugees and host communities and advocates for persons with disabilities through the Mirqaan Disability Association.







FEDERAL DEMOCRATIC REPUBLIC OF ETHIOPIA

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THE MAKATET ROADMAP