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REINTEGRATION background report



Reintegration background report

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Foreword

Ethiopia as a major sending country of migrant domestic workers to the Middle East, has been recently faced with significant number of voluntary and forced returned migrants. With the increasing number of returnees and with approximately three million young Ethiopians entering the labour force every year, ensuring productive employment opportunities for them poses a challenge in both rural and urban areas. Although the government of Ethiopia, together with other humanitarian actors has successfully managed the return, the reintegration process still remains a challenge in the country.

In the last 5 years, countries such as Saudi Arabia have deported significant number of undocumented Ethiopian migrants as part of the “Saudization” of the KSA labour market aimed at creating job opportunities for young unemployed Saudis and regularization of the labour market. Given the sudden and unprepared nature of this forced repatriation and with little or no fallback position, the seamless reintegration of these returnees has been painfully slow and largely unaddressed. Accordingly, returnees face severe difficulties, particularly in terms of decent livelihood opportunities and reintegration into the Ethiopian labour market. According to the findings of various studies and assessment reports including the ILO Needs Assessment of KSA returnees (2014), the majority of the returnees return empty handed because of the usage of their earnings for consumption and remittances. Many returnees also experience severe hardships during their stay and during return, which caused them medical and psychological problems.

In order to support the Government of Ethiopia to overcome the challenges of reintegration, it was necessary to first understand the context of return and reintegration in Ethiopia including the current policies, processes and stakeholders involved in reintegration interventions and to analyze the opportunities and gaps in the current system and make recommendations. Accordingly, a *Background Reintegration Report* assessment was undertaken. This report provides not only the current context and returnees needs in Ethiopia for reintegration, but also highlights best practices and examples of reintegration assistance in other countries that can be adapted to the Ethiopian context. Furthermore, it provides an in-depth analysis of the policy environment for return and reintegration in Ethiopia and discusses both migration specific and non-migration specific policies relevant to return and reintegration.

It is hoped that this Reintegration Background Report - the findings and practical recommendations will support the Government of Ethiopia in strengthening its reintegration effort. It should also serve as a reference and practical guide to the Government of Ethiopia and other stakeholders engaged in the reintegration of returnees in Ethiopia.

I would like to congratulate the Government of Ethiopia for its efforts geared towards reintegration. I would particularly like to thank the Ministry of Labour and Social Affairs and the Federal Urban Job Creation and Food Security Agency for their collaboration with the ILO in undertaking this assessment. Finally, I would like to thank the European Union who is funding the ILO project “*Support to the reintegration of returnees in Ethiopia*” under which this package was developed.

George Okutho
Director

ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan
and Special Representative to the African Union (AU)
and the UN Economic Commission for Africa (ECA)

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Abbreviations and acronyms

AVR	Assisted Voluntary Return
BoLSA	Bureau of Labour and Social Affairs
BoWCYA	Bureau of Women, Children and Youth Affairs
BoYS	Bureau of Youth and Sport
CETU	Confederation of Ethiopian Trade Unions
EDA	Emanuel Development Agency
EEF	Ethiopian Employer Federation
ETB	Ethiopian birr [currency]
FENASOL	Lebanese National Federation of Workers and Employees Trade Unions
FMSEDA	Federal Micro and Small Enterprise Development Agency
FUJCFSA	Federal Urban Job Creation and Food Security Agency
GTP2	Growth and Transformation Plan II
ILO	International Labour Organization
IOM	International Organization for Migration
LDAP	Livelihoods Development Assistance Programme
MFI	Microfinance institution
MoFA	Ministry of Foreign Affairs
MoLSA	Ministry of Labour and Social Affairs
MoYS	Ministry of Youth and Sport
MoWCYA	Ministry of Women, Children and Youth Affairs
MRC	Migrant Resource Centre
MSE	micro and small enterprise
MWRC	Migrant Workers' and Overseas Filipinos Resource Centers
NGO	Non-government organization
NRCO	National Reintegration Centre for OFWs [Philippines]
NRM	National Referral Mechanism
OWWA	Overseas Workers Welfare Administration [Philippines]
OFW	Overseas Filipino Workers
SACCO	saving and credit cooperatives
SIYB	Start and Improve Your Business training module [ILO]
UJCFSA	Urban Job Creation and Food Security Agency
UMC	unaccompanied migrant child
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
TVET	Technical and Vocational Education and Training
WISE	Women in Self-Employment

1. Introduction

With the increase in migration flows from Ethiopia over the past decade, return and reintegration is becoming an increasingly salient issue. Data collected from the International Labour Organization (ILO) and other organizations has demonstrated that returnees to Ethiopia are often in situations of vulnerability and need assistance to fully reintegrate back into society (ILO, 2014). This phenomenon is not unique to Ethiopia, and the issue of providing comprehensive reintegration services to returnees is one that many labour-sending countries are grappling with at the moment, including Indonesia and Sri Lanka. Ethiopia is unique from other labour migrant origin countries, however, in that it contends with a highly complex migration environment that includes being a major refugee hosting country, serving as a transit country for migration to Libya and Europe, and having a large youth population that can serve as potential migrants.

The core purpose of this study is to develop a reintegration package, which is presented in a separate document: *Reintegration package for Ethiopia*. To develop this package, it was necessary to first develop an understanding of the context of return and reintegration in Ethiopia, including the current policies, processes, and stakeholders involved in reintegration interventions, and to analyze the opportunities and gaps in the current system and make recommendations for improvement in line with implementing the reintegration package. The purpose of this report is to present the current context in Ethiopia for reintegration. This study has used a comprehensive approach of materials and policy review, stakeholder mapping, a fieldwork trip in Ethiopia, and external country interviews to understand the current context for reintegration in Ethiopia and to develop the recommended reintegration package.

The specific project objectives detailed in the terms of reference include:

- ▶ Identify and list out mechanisms and process that need to be in place to get background information and frame interventions for supporting returnees;
- ▶ Identify and list out possible areas of intervention to enable successful social and economic reintegration of returnees;
- ▶ Identify and list out major challenges, opportunities, and key success factors for enhancing reintegration of returnees across different dimensions of economic, social, and psychosocial support;
- ▶ Develop a framework of coordination and collaboration among stakeholders after a first mapping of key stakeholders and roles; and
- ▶ Develop a clear monitoring and case management framework for supporting successful reintegration of returnees.

Following from this introduction, the remainder of this report is organized into eight sections. The next section, section 2, describes the methodological and conceptual approach used in this study. Section 3 discusses promising practices and examples of reintegration assistance both in other countries and within the Ethiopian context, and section 4 provides an overview of the current situation in Ethiopia and the needs of returnees. Section 5 addresses the policy environment for return and reintegration in Ethiopia, and discusses both migration-specific and non-migration-specific policies relevant to return and reintegration. Section 6 maps the key stakeholders involved in the provision of reintegration in Ethiopia and their varying roles. Section 7 examines the existing response to reintegration in Ethiopia. Section 8 analyzes the current challenges, successes, and opportunities within the reintegration infrastructure in Ethiopia. Section 9 then presents an overview of the Ethiopian case and recommendations.

2. Methodology

The methodology of the study includes the conceptual framework that has guided the research approach and subsequent reintegration package development, as well as the methodology for data collection and analysis. This section starts by summarizing the research questions provided in the terms of reference, and then moves on to the conceptual framework and data collection and analysis.

2.1 Research questions

In order to develop a comprehensive reintegration package, this project started by conducting research to understand the current environment in Ethiopia and best practices in return and reintegration. The research questions guiding this study were:

- ▶ What are the needs and situations of return migrants to Ethiopia?
- ▶ What is the existing policy framework for return and reintegration in Ethiopia? What are the strengths and opportunities of this framework?
- ▶ Who are the key stakeholders involved in return and reintegration in Ethiopia? What are their roles and responsibilities? To what extent are key stakeholders collaborating on return and reintegration activities?
- ▶ What practices are currently in place to support migrant workers from Ethiopia, such as: pre-departure orientations and trainings, support provided while abroad, and reintegration support upon return?
- ▶ What are the challenges, successes, and opportunities currently existing in the return and reintegration environment in Ethiopia?
- ▶ What are good practices for return and reintegration being used in other countries?

2.2 Conceptual framework

Although reintegration is a widely used term there are several different existing definitions as to precisely what reintegration means. It is not within the scope of this report to examine the different definitions of reintegration¹. In this study the following definition from the International Organization for Migration (IOM) is used: “reintegration can be defined as the re-inclusion or re-incorporation of a person into a group or process, for example, of a migrant into the society of his or her country of origin or habitual residence. Reintegration is thus a process that enables the returnee to participate again in the social, cultural, economic and political life of his or her country of origin.” (IOM, 2015, p. 4). This definition has been selected, first, because it is internationally recognized as a standard definition of reintegration for non-refugee returnees, and second, as it meets the needs of the Ethiopian context.

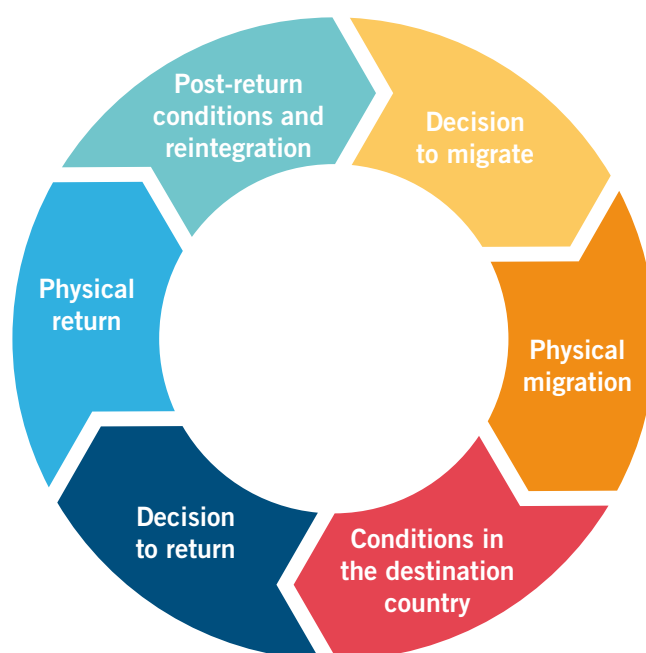
This definition highlights two central points regarding reintegration: First, reintegration is a process. This is a process that takes time; is influenced by different factors; and should be viewed through a step-wise approach. Second, reintegration is multidimensional – meaning that reintegration occurs across different domains of an individual’s life, including the social, cultural economic, and political.

¹ For a detailed overview of reintegration definitions see Kuschminder, 2017.

2.2.1 Lifecycle approach to understanding reintegration

Research has demonstrated that the process of return and reintegration must be understood from a lifecycle approach. Cassarino (2004, 2014) has demonstrated that individuals' experiences of return and reintegration are intrinsically linked to their pre-migration and migration experiences, considered together as the migration lifecycle. Figure 1 depicts the migration lifecycle, wherein the final dark blue arrow connecting reintegration to the decision to migrate is uncertain. The migration cycle may end with the reintegration process or it may continue with another migration episode.

Figure 1. Migration lifecycle



Source: Kuschminder, 2017

Drawing from a larger literature review on reintegration and sustainable return (Koser and Kuschminder, 2015), highlights that multiple factors impact the reintegration experiences of returnees. As the purpose here is not to provide an extensive literature review on the factors influencing reintegration, not all of these variables will be discussed in detail; however, certain variables are especially important to highlight in the Ethiopian context. These are: gender, the migration decision, and the return decision. Migration from and return to Ethiopia are highly gendered. It is recognized that both men and women face challenges in their migration and return, but women may face gender-specific challenges. These can include certain types of abuse, such as rape; extreme social isolation; and high levels of vulnerability upon their return.

Second, research has also demonstrated that the migration decision in Ethiopia can be made either individually or collectively. Collective decision-making may in fact exclude the migrant themselves and be a decision of the migrant's family. Research has shown that in rural areas it is more common for families to decide to send young female children to the Middle East. This is often also related to child marriage: Parents will have a daughter married and quickly divorced in order to meet the expectations of societal customs, and they can then send the daughter abroad with the intention of receiving her remittances (rather than the remittances

being sent to the husband's family) (Jones, Presler-Marshall, and Tefera, 2014). This places the migrant in a situation of vulnerability for both their migration and return.

Third, the decision to return is most commonly conceptualized as either voluntary or forced. In this case, voluntary return includes those who choose to return, whereas forced returns infer the migrant did not choose to return, as is the case in deportations. The decision to return to Ethiopia can be quite complex due to the situations migrants face abroad. For example, Kuschminder (2014) depicts a unique category of returnees who are “fighting to flee”, that is women working in domestic work in the Middle East who purposely flee their employers and go to the police seeking deportation in order to escape the abusive situations of their workplace. Officially, when they are deported back to Ethiopia this would be viewed as a forced return, however these workers were aware that flight from the workplace could result in deportation and purposely chose this option in order to return, making the decision a voluntary one. In the Ethiopian context, the extreme conditions in the Middle East highlight that these normal categorizations can be quite blurred as migrants find different ways of exercising their agency for their own protection. For this reason, the focus in the reintegration package is on meeting the needs of the returnee post-return and not dividing services for returnees based on a forced or voluntary return.

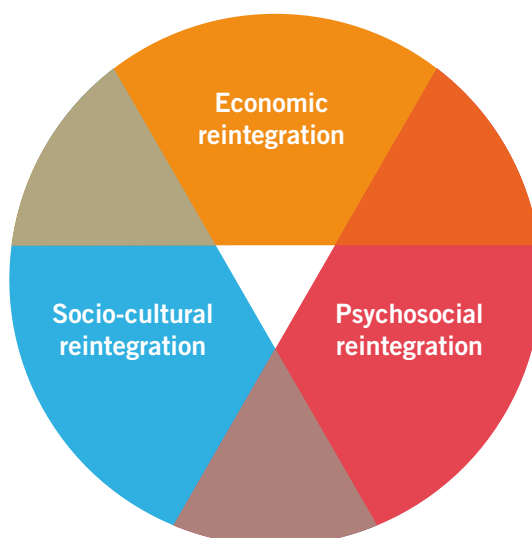
2.2.2 Multidimensional reintegration approach

It is widely agreed that reintegration should be viewed as a multidimensional process (IOM, 2015; Koser and Kuschminder, 2015; Kuschminder, 2017), but the precise domains of this multidimensionality are different across studies. For example, the IOM stresses the importance of the economic, social, cultural, and political domains. In other cases, the IOM also highlights the importance of the psychosocial domain, which is also used by Van Houte and de Koning (2008). Koser and Kuschminder in examining “Assisted Voluntary Returnees” (primarily from Europe) argue for the importance of including safety and security as a domain along with the economic and socio-cultural dimensions.

For the current context in Ethiopia and understanding the challenges of returnees to Ethiopia, we propose the inclusion of the following three domains within the reintegration package:

- ▶ **Economic** – includes employment; economic vulnerability or capacity of the household of return; vocational training; access to microfinance or loans; savings; and debt.
- ▶ **Socio-Cultural** – includes community of return (original community or new community); support structures available to returnee (both at the familial and the community levels); participation in local organizations or groups (such as church organizations, *edir*, *kebele* organizations, or returnee network supports); children's access to education; and cultural maintenance and acceptance.
- ▶ **Psychosocial** – includes access to and support for psychological services.

Figure 2 shows how these three domains of reintegration can interact. The figure illustrates that an individual can be reintegrated in one of these domains, in two of these domains, or in all three simultaneously. An individual can be considered to be successfully reintegrated when they have achieved economic, socio-cultural, and psychosocial reintegration, as depicted in the centre point of the diagram. Finally, an individual could also exist entirely outside of the diagram if they have not achieved reintegration in any of the domains.

Figure 2. Reintegration domains

Source: Compiled by the authors.

Viewing reintegration in a multidimensionally way is essential for understanding a holistic picture of the returnees experience.

2.2.3 A phased reintegration process

The different domains of reintegration require different processes that will generally occur over different periods of time. This means that an individual will go through different phases of reintegration and require different support throughout the reintegration process. It is common, particularly in assisted voluntary return and reintegration (AVR) programmes, that reintegration support ends six months after the return of the migrant. However, research has demonstrated that reintegration is often a process that takes much longer (Rogge, 2004).

Table 1. Phases of reintegration support

Phases	Possible interventions
Pre-return (includes pre-migration and time abroad)	<ul style="list-style-type: none"> ▶ pre-departure training ▶ pre-departure financial planning ▶ assistance while abroad ▶ skills recognition while abroad
Post-arrival assistance and reception Emergency/humanitarian (up to 14 days)	<ul style="list-style-type: none"> ▶ registration ▶ food, clothing ▶ shelter (transit centres) ▶ screening for health issues/needs, and for immediate psychosocial assistance needs ▶ identification of victims of trafficking and/or vulnerable returnees with specific needs ▶ transport to local community ▶ financial support (small amount) (e.g., for bus travel) ▶ information about services and programmes available to return migrants (orientation sessions before or after transport to local community)

Phases	Possible interventions
Rehabilitation (Upon return to 90 or more days)	<ul style="list-style-type: none"> ▶ referral to a shelter providing rehabilitation support ▶ safe shelter ▶ food, clothing, health screening, and referral for specialized care (health or psychiatric) ▶ basic health care (if nurses are on site) ▶ psychosocial support and counselling services ▶ family retracing and family reunification ▶ support for return in community of origin ▶ basic skills training ▶ referral for outsourced vocational training ▶ initial in-kind support for reintegration
Short-term reintegration (14 to 180 days)	<ul style="list-style-type: none"> ▶ comprehensive skills training ▶ access to loans/start-up capital ▶ mentoring and support services ▶ Community integration support ▶ psychosocial support
Long-term reintegration (beyond 180 days)*	<ul style="list-style-type: none"> ▶ continuation of training if necessary ▶ continuation of mentoring if necessary (with phase-out plan) ▶ career counselling ▶ job placement and referral support ▶ access to financial services (including loans, savings, insurance, and money transfer) ▶ community integration support ▶ psychosocial support

*Long-term reintegration can be an ongoing process without a fixed timeline.

Source: Compiled by authors

Table 1 provides an overview of the phased reintegration process. The four stages of reintegration that will be used to shape the reintegration package are:

- ▶ pre-return;
- ▶ immediate post-arrival assistance;
- ▶ short-term reintegration; and
- ▶ long-term reintegration.

The above stages come with recognition of an additional step of rehabilitation for migrants who return with mental or physical trauma. The focus in this report and in the associated reintegration package is on the post-return stages. The rehabilitation step is necessary after the return and before the reintegration processes for returnees with mental or physical trauma.

2.3 Methods of data collection and analysis

The methodology for this project consisted of three key stages. In the first stage, a materials review, policy review, and key stakeholder review were conducted. The materials review included:

- ▶ academic and grey literature on reintegration;
- ▶ evaluations from a variety of ILO departments, the IOM, and other organizations working on reintegration; and
- ▶ any available policy documents and guidance notes.

The bibliography provides a list of all materials reviewed.

In the second stage a fieldtrip was conducted to Ethiopia from 31 May to 8 June 2017. During this fieldtrip, a total of 24 interviews were conducted with key stakeholders and two interviews done with return migrants. Key stakeholders interviewed included UN organizations; federal, regional, and local level government organizations; trade unions; employers' associations; and NGOs (a full list of interviews is in Appendix I, and interview tools can be found in Appendix II). The fieldtrip included interviews in Addis Ababa, Mekele, and Debre Berhan. Wherever possible interviews were voice recorded and later transcribed. In addition to the fieldwork trip to Ethiopia, key stakeholders were approached for interviews in Indonesia, the Philippines, and Sri Lanka for external perspectives on best practices in reintegration programmes. Eight different stakeholders were approached and in the end, one interview was conducted with a stakeholder from Indonesia, and two stakeholders provided feedback to questions via email, one from the Philippines and one from Sri Lanka.

The third and final stage of the methodology was to synthesize and analyze the data collected in a systematic way and to then develop the reintegration package. This report presents the results from that data collection, which was then used to inform the development of the reintegration package.

Limitations of the data collection include the fact that a limited number of interviews were conducted with returnees and key stakeholders in other countries. In addition, the fieldwork conducted in Ethiopia is not representative of all regions, but has focused on Amhara, Oromia, and Tigray, which are the regions that received the highest numbers of returnees in 2013–2014. Finally, although a large number of key stakeholders were interviewed, it was not possible to interview all Ethiopian stakeholders involved in return.

3. Overview of good practices in reintegration in other countries

Three countries were selected for further examination of good practices related to reintegration: Indonesia, the Philippines, and Sri Lanka. These countries were selected in discussion with ILO Ethiopia for two reasons: first, they tend to be more advanced in the area of reintegration, and second, they also have large flows of return migrants from the Middle East, reflecting similarities with the target returnees in Ethiopia. This section also presents findings related to reintegration in Burundi, which was found to be of relevance in the materials review. However, no interviews were conducted with representatives from Burundi.

3.1 The Philippines

The Philippines is recognized as a global leader in emigration and developing policies and programmes to assist their migrant workers. The Overseas Workers Welfare Administration (OWWA) of the Department of Ministry and Labor is responsible for the welfare of Overseas Filipino Workers (OFWs) and their families. Reintegration is therefore included in the mandate of the OWWA. Most notably for this project, the OWWA operates the National Reintegration Centre for OFWs (NRCO). The NRCO has a central office in Manila and 13 regional offices. The purpose of the NRCOs is to provide information and support to returnees and their families.

At present, three core programmes are offered for reintegration assistance at the NRCOs, as shown in table 2. The Philippines have been operating the Livelihoods Development Assistance Program (LDAP) for several years. In order to receive a loan under the current programme, which was revised in 2014, returnees need to provide 20 per cent equity, which can be in cash, land, or other forms of equipment necessary to operate a business. Returnees must attend a Small Business Management Training and a Financial Awareness Seminar² and then develop a business proposal. From 2011 to 2014 more than 55,000 OFWs and their families have attended this training, and 15,000 people have benefited specifically from the LDAP (NRCO, 2017).

It is noteworthy that a previous version of this livelihood project programme was evaluated in 1996. It was found at that time that the amount of the loan was too small (50,000 Filipino pesos [PHP]), and therefore the Government increased the loan amount to PHP200,000 pesos (ILO, 2012). At the same time, despite a budget accounting for 30 per cent of loans to be non-performing, this rate was found to be higher and therefore the programme was more costly than anticipated (ILO, 2012).

The *Balik-Pinay! Balik-Hanapbuhay!* Program [Return Filipina! Return to a Livelihood! Program] specifically focuses on vulnerable female returnees and enables women to either take training to develop skills for gainful employment or to start their own business. Each regional NRCO office has a list of training programmes available to women. Over 4,000 women have received support through this programme (NRCO, 2017).

² The financial planner used in the Philippines is available online at: www.bsp.gov.ph/downloads/FinancialPlanner.pdf. This planner could be adjusted to suit the Ethiopian context and teach financial skills to returnees.

The *Mag-impok...Magnetosyo! Movement* program aims to advocate and create learning between OFWs to increase savings.

Table 2. Philippines reintegration programmes offered at National Reintegration Centers for Overseas Foreign Workers

Programme	Description	Target group(s)
Livelihood Development Assistance Program (LDAP)	A PHP10,000 livelihood financial assistance to distressed OFW returnees to aid in the creation of their micro/backyard business.	Caters to all undocumented including distressed workers returnees who are non-Migrant Workers' and Overseas Filipinos Resource Centers (MWRC)-based.
<i>Balik-Pinay! Balik-Hanapbuhay!</i>	Programme to enable women OFW returnees to start and operate livelihood undertakings through self-employment. Intended to bring about improved socio-economic well-being of returning women OFWs.	Caters to all returning women OFWs. Priority is given to distressed women workers returnees who are Migrant Workers' and Overseas Filipinos Resource Centers (MWRC)-based; those displaced by the hostilities and conflicts in the Middle East; and other distressed and displaced women domestic workers.
<i>Mag-impok... Magnetosyo! Movement</i> (OFW-M3)	An advocacy of series of organized information sharing and learning activities that bring together individuals and organizations committed to empower OFWs toward a culture of savings for investment or entrepreneurship.	All OFWs who are interested in savings and investment.

Source: NRCO, 2017. Available at: <http://nrco.dole.gov.ph>.

In addition to the support provided upon return, the Philippines also has programmes targeted towards reintegration that are implemented while the migrant is still abroad. These include the *Sa Pinas, Ikaw* and *Ma'am/Sir* programme, which trains domestic workers in destination countries to receive their qualifications for a Teacher 1 position. The goal is that these individuals are able to take up a teacher position in their home community upon return and get out of domestic work. This programme is offered in several destinations such as: Hong Kong (China), Israel, Qatar, Saudi Arabia (Riyadh and Al Khobar), Thailand, and the United Arab Emirates (Abu Dhabi) (NRCO, 2017).

A second programme offered while Filipino migrants are still abroad is the on-site assessment programme of the Technical Education and Skills Development Authority. The programme provides on-site assessments at Philippines Overseas Labour Offices in destination countries. OFWs can have their skills assessed to know whether they possess the competencies required to take up a preferred line of work. If a worker passes the competency assessment, they receive a national certificate that is valid for five years. If the worker then chooses to return to the Philippines, they are already equipped with a recognized competency certificate, which will assist them in finding a job, which will in turn be of great help in their reintegration.

At present, the IOM is working with the Philippines Government on the project Enhancing the Reintegration Policy and Programme for Overseas Filipino Workers (ERPO). This project includes: a policy review; mapping of programmes and services; improving service delivery systems; production of a Reintegration Counsellors Manual and a Reintegration Service Menu flyer; and training of reintegration counsellors. The reintegration counsellors work in the NRCOs, and this project is aiming to improve their capacity. A key finding stressed by the Philippines stakeholder interviewed for this study is the need to address the specific needs of migrants in distress or crisis before embarking on livelihood, entrepreneurship, or other economic reintegration trainings. The immediate needs of migrants in distress/crisis may include stress debriefing, psychosocial counselling, legal assistance, and repatriation.

In addition to government services there are also non-government organizations (NGOs) in the Philippines actively providing support to returnees. This includes both financial and psychosocial support. A key challenge identified for returning women in the Philippines is reintegrating with their families after several years or even decades abroad. One NGO, Atikha, focuses on providing family counseling to assist family members in understanding the experiences of the returnee and working with the returnee to reintegrate. Atikha also provides financial literacy and business training to women migrant workers while they are still in Hong Kong (China) and Singapore in order to help them save and plan for their return.

In addition to the above, the Philippines has programmes for the repatriation and assistance of workers in need while they are abroad. These have not been included here, as they are considered outside of the premise of reintegration assistance.

3.2 Indonesia

Bachtiar and Prasetyo (2017) of the SMERU Research Institute have recently conducted a mapping of policies and programmes for reintegration in Indonesia. The results suggest that the programmes for reintegration support in Indonesia lack coordination and efficiency. Eleven different governmental actors were identified as being involved in reintegration programmes; however, these were often in overlapping capacities and not specifically focused on reintegration (the main focus was on migration prevention and protection). There are multiple other actors (international organizations and NGOs) providing reintegration programmes, however as there is no cohesion and clear coordination the support is “sporadic and insufficient” (Bachtiar and Prasetyo, 2017, p. 44).

At the same time, some innovative programmes were identified in key stakeholder interviews that are noteworthy as a promising practice. First, since a ban was placed on emigration to 21 countries in the Middle East from Indonesia in 2015, there has been a shift in focus to reintegration. The Indonesian Government recognizes that returnees do not necessarily want to stay in Indonesia upon return, and therefore the Government has shifted to providing training to returnees to develop a specific profession: such as elderly worker, caregiver, gardener. With the development of these skills the intention is that returnees can re-migrate legally to Asian countries such as Malaysia, thus shifting emigration from informal to formal flows. Being in specific professions is expected to decrease the vulnerability and abuse of Indonesian migrant workers.

A second notable programme in Indonesia is called the Happy Return Programme, which is a specific programme implemented by the Human Resource Development Service of Korea. There are many Korean businesses operating in Indonesia that struggle with communicating with employees. Through the Happy Return Programme the organization trains Indonesian

migrant workers returning from employment in the Republic of Korea in the Korean language to be employed in Korean businesses in Indonesia. This resulted in 85 returnees finding employment in Korean businesses in Indonesia in 2012–2013 (Bachtiar and Prasetyo, 2017).

3.3 Sri Lanka

In November 2015, the Government of Sri Lanka, with support from the ILO, launched the Sub-policy and National Action Plan on Return and Reintegration of Migrant Workers³. This sub-policy provides a comprehensive action plan for increasing reintegration services to returning workers to Sri Lanka inclusive of:

- ▶ establishing a special unit to support safe and dignified return and reintegration;
- ▶ developing “One Stop Centres” in each district/division for returnees to receive information on economic/health/training services; and
- ▶ an inter-agency coordination committee to monitor the implementation of the reintegration action plan.

On the whole, the policy is well designed and provides an excellent example of an action plan on return and reintegration that could be developed by Ethiopia.

The main target population of the interventions in the sub-policy are women returning from domestic work situations, often with few resources and in need of assistance; however men are not excluded. With this target population in mind, there are some specific interventions that are relevant for the Ethiopian case. First, a migrant-friendly housing loan system is to be put into place for returnees, with a target of 5,000 housing loans made available for returnees within a period of three years. Second, a migrant friendly reception facility at the airport is to be established to help returnees avoid harassment and to assist returnees to reach their homes safely. Third, the focus of the entire policy is not only on the returnee, but also on their family and community. Specific interventions are detailed to provide support for the children of migrant workers and to coordinate and ensure their protection.

Further, the sub-policy also has several goals beyond the reach of a reintegration package. This includes strengthening the national skills recognition system to accommodate returnee migrants and negotiating bilateral skills recognition with destination countries to ensure Sri Lankan migrants skills are recognized and utilized abroad. In addition, it suggests work with banks to ensure special service desks for migrants and returnees to assist them in making bank transfers (such as for visa fees), opening Non-resident Foreign Currency accounts and savings accounts, and meeting any other their unique needs.

3.4 UNDP 3x6 approach implemented with returnees in Burundi

The United Nations Development Programme’s (UNDP) 3x6 approach is a crisis response programme targeting vulnerable groups. It has been implemented with returning refugees in Burundi and hailed as a successful example of providing reintegration support. Although the Ethiopian context is very different than repatriating refugees in Burundi, this programme is worth mentioning for two reasons. First, many Ethiopian returnees (such as Saudi Arabia deportees) return to Ethiopia in a situation of “crisis”, wherein they have no resources brought with them in return. This means that some of the good reintegration practices mentioned in

³ Available at: http://www.ilo.org/wcmsp5/groups/public/---asia/---ro-bangkok/---ilo-colombo/documents/publication/wcms_497323.pdf.

the case study countries above would not be applicable to these returnees. For instance, returnees without any resources would not be able to access returnee loan programmes like the one provided in the Philippines, because they have no equity. Second, in Ethiopia it is not only returnees that face challenges (particularly in rural areas), and programming only accessible to returnees can create negative sentiments from local populations. The 3x6 approach addresses this second concern by including both returnee and locals as beneficiaries (in Burundi this was conducted with an 80 per cent returnee and 20 per cent locals division), and by requiring community mediation of both groups for participation in the programme. The objective here is to also reduce stigmatization of returnees and to enhance social reintegration.

Figure 3 provides an overview of the three phases of the 3x6 approach. In the first phase, returnees and locals work together on community infrastructure projects. At the end of each week they can take half of their work payment and invest the other half. This phase could be linked with safety net programmes in Ethiopia, such as the urban safety net or the Ethiopian National Social Protection policy. At the end of the programme, beneficiaries can work together to form an association for a project/business, which is Phase II. The amount the group collectively invests from their savings from the work programme is matched by three times the amount by the UNDP (that is \$100 invested by the beneficiaries will be matched by \$300, resulting in a total investment of \$400 for the association). This then enables the new association to have enough capital to develop a project and business plan. The UNDP works with the association to ensure that the project is feasible and will have a market. This moves into Phase III, wherein the UNDP assists to ensure the sustainability of the project and the secured livelihoods of the beneficiaries. In Burundi, this approach was implemented in the Rural Integrated Villages established to assist returnees, and in 2013 was incorporated into the National Reintegration Framework.

Figure 3. Phases of the UNDP 3x6 approach

<p>3x6 Phase I</p> <p>INCLUSION</p> <p>Aligned with TRACK A – Livelihoods stabilization, through emergency employment</p>	<p>Rapid employment generation to respond to urgent needs of vulnerable and conflict-affected population groups through voluntary engagement in community projects. The interventions are community-driven (i.e. defined and prioritized by the community) and produce direct community dividends. By targeting vulnerable/conflict-affected groups and community members (i.e. dual targeting), this phase also contributes to social cohesion and reconciliation.</p>
<p>3x6 Phase II</p> <p>OWNERSHIP</p> <p>Aligned with TRACK B – Enterprise development and support in rebuilding enterprises</p>	<p>Support diversification of livelihoods opportunities and employment or self-employment. Creating ownership is critical in this phase and needs to be supported by encouraging participants to invest their own savings into an economic venture of choice.</p>
<p>3x6 Phase III</p> <p>SUSTAINABILITY</p> <p>Aligned with TRACK C – Policy level support and long-term development</p>	<p>Sustainable employment creation and inclusive economic growth through strengthening of national and local government capacities, policies and institutions as well as development of productive capacities. This includes market and value chain* assessments (initiated early on) to inform future business plan development under Phase II.</p>

Source: Reproduced from UNDP, 2016, p. 7

Within the Ethiopia context, such a programme or modified version of the programme could be useful in assisting “empty-handed” returnees and their communities of origin in both social and economic reintegration.

3.5 Summary

In reviewing the practices for reintegration in Indonesia, the Philippines, and Sri Lanka there are three central points that can be stressed:

1. All of these countries have worked to develop regional reintegration service centres or one-stop-shops that seek to provide comprehensive information and access to reintegration services in each region of the country.
2. All of the stakeholders interviewed stressed the importance of recognizing the unique needs of each returnee and that government reintegration strategies need to be flexible and account for these differences. The Philippines is using the model of reintegration counselors to develop individualized services. Sri Lanka is also moving towards this approach for the psychosocial health of returnees.
3. All actors emphasized the importance of communication, coordination, and capacity building. These countries are working hard to develop and improve reintegration services and recognize that it is a coordinated effort between multiple actors.

4. Needs and situations of return migrants to Ethiopia

Migration from Ethiopia has grown over the past three decades with the primary migration corridor being to the Middle East. Emigration also occurs to regions of the global North such as North America, Europe, and Australia as well as to other countries in Africa. However, migration to the Middle East is the most common and is of a temporary nature, meaning that the majority of migrants return to Ethiopia after a few years abroad.

Emigration from Ethiopia has experienced strong feminization with the IS Academy's "Migration and Development: A World in Motion" project⁴ survey finding that 60 per cent of all current Ethiopian migrants are women (Kuschminder and Siegel, 2014). Migrants' destinations are also highly gendered, with 68 per cent of Ethiopian migrants in the Middle East being female, according to the same survey. The Ethiopian Ministry of Labour and Social Affairs (MoLSA) reported that the number of women who migrated regularly via private employment agencies from July 2012 to July 2013 was 175,427. Research has demonstrated, however, that most of the outflow occurs through unregistered agencies and irregular networks, indicating that the actual flows are likely to be much higher (Fernandez, 2013; ILO, 2011; Kuschminder, 2014), and therefore the actual number of Ethiopian women in the Middle East is not known. According to the estimates from MoLSA, between 2008 and 2014, 1.5 million Ethiopians would have migrated through irregular means, compared with 480,480 who migrated to Arab countries through regular means (Kerbage-Hariri, 2016, p. 35). A central difference from male migration to the Middle East is that Ethiopian women frequently have far less arduous journeys to their destinations, as they are able to fly directly (or via Kenya due to the ban on domestic worker migration in Ethiopia), whereas men often travel by sea and land via the strait of Aden to Yemen.

Conditions in the Middle East for Ethiopian migrants are challenging for both men and women. Men tend to work as guards, daily labourers, or on farms (de Regt and Taffesse, 2016). The majority of women work in domestic work. There is a growing literature documenting the abuse that female domestic workers face in the Middle East (e.g., Fernandez, 2010; 2011; ILO, 2011; Mahdavi, 2011; 2013). At the same time, there is growing evidence of the hardships that Ethiopian men face in the Middle East (de Regt and Taffesse, 2016). For both men and women, migration to the Middle East is a high-risk endeavour. The situation and needs assessment conducted by the ILO in 2014 included a sample of 1,152 returnees (ILO, 2014). The findings showed high levels of verbal abuse (52 per cent), discrimination (39 per cent), physical violence (23 per cent), theft (22 per cent), and rape (5 per cent) faced by the migrants while they were abroad (ILO, 2014).

4.1 Needs and situations assessment

The massive return of Ethiopian overseas workers at the end of 2013, as a result of Saudi Arabian policies to deport irregular migrants, has created an emergency situation of an unprecedented magnitude. It is estimated that 163,000 returnees arrived between November 2013 and March 2014, many of whom had been detained in Saudi Arabia; experienced various forms of violence and abuses during the deportation process; and had immediate

⁴ For more on this project, see <http://www.merit.unu.edu/themes/6-migration-and-development/is-academy/>

and humanitarian needs upon their arrival: immediate health care, immediate shelter, and assistance securing transport back to their home community (IOM 2014a; 2014b).

Beyond upon-arrival assistance, other needs arise with regards to their reintegration into the country. A situation and needs assessment of Ethiopian returnees from Saudi Arabia conducted by the ILO in 2014 documented a range of challenges hindering returnees' economic reintegration, such as lack of financial support to initiate micro or small enterprises (92 per cent); followed by lack of training (58.7 per cent); lack of business development services (28.4 per cent); and lack of access to government services (41.2 per cent) (ILO, 2014).

This study shows that most returnees are between 18 and 30 years old (79.8 per cent). The level of education of returnees from their sample is low, which constitutes a challenge for their reintegration. It is estimated, for example, that 15.4 per cent cannot read and write. In terms of level of education, 15.6 per cent have completed the first cycle (grades 1–4), 36.5 per cent the second cycle (5–8), and 21.7 per cent completed secondary school. Regarding technical or professional training, 32 per cent have some sort of skills training for generating income (ILO, 2014, p. 26). In addition, only a few had taken a formal orientation session prior to departure, either from MoLSA (18 per cent) or a private employment agency (13 per cent) (ILO, 2014, p. 35).

The study also shows that the socio-economic situation of migrants generally declines upon return. Returnees in the ILO needs assessment self-reported their socio-level situation. While 30 per cent considered their socio-economic to be “bad” prior to migration, 45 per cent considered their socio-economic to be “bad” after their return (ILO, 2014, p. 27). The percentage of those who have a full-time job illustrates well the differences in their socio-economic situations across the migration lifecycle: 5 per cent had a full-time job prior to migration; this number rises to 67 per cent while abroad; and just 3.5 per cent had a full-time job after their return to Ethiopia. So, there is a slight decrease in full-time employment among migrants prior to migration and upon return (p. 28).

Health problems can also constitute a hindrance or a major obstacle to reintegration. The immediate health-care needs of those who returned as a result of the massive deportation of 2013–14 were responded to upon their arrival by the IOM and its partners (IOM, 2014a; 2014b). The ILO needs' assessment study (ILO, 2014) reported the health problems faced by returnees in the aftermath. Based on self-reporting, 16 per cent of the returnees from the sample have health problems, and more importantly, 78 per cent of these respondents indicated that their health problem could constitute an obstacle that would keep them from engaging in employment activity. Among the major health problems reported by returnees are psychological trauma (6.7 per cent), physical disability (3 per cent), and other chronic health problems (4 per cent) (ILO, 2014, p. 27). These findings highlight the challenges faced and the need for extensive and comprehensive reintegration support that should include both economic and psychosocial components.

Part of the reintegration effort is preventing re-migration, and thus the need to address the factors that led returnees to migrate in the first place. The ILO needs' assessment showed that seeking employment (64 per cent) and searching for higher pay and a better life (32 per cent) were the key factors and motivations to migrate. Thus, finding employment at upon their return is key, but this employment must provide returnees with a livelihood at a sufficiently high economic level.

With regards to economic reintegration, common needs revolve around accessing job opportunities and/or business development support. In response to the needs for reintegration support, the ILO has initiated the “Support to the reintegration of returnees in Ethiopia” project to develop a reintegration response in Ethiopia. A core component of this support has been to facilitate the creation of micro and small enterprises, and to a lesser extent to also facilitate access to job opportunities (i.e., wage employment). In doing so, this project responded to the crucial need for vocational and/or life-skills training. Also, it facilitated the access to loan programmes, by providing access to a series of trainings, leading to a vocational certificate, and providing support to develop a business plan.

Yet, a prevailing need and challenge that was reported in the interviews for this report is access to land and/or a workplace – which is to be provided by local governments. There is still a shortcoming in this regard. Even if a returnee completes the necessary vocational training, successfully obtains a certificate, and develops a strong business plan, if they cannot get access to land or shopfront/office, they would not be in a position to apply for a loan and to start up their business.

Further, one core challenge stated by the two returnees interviewed for this report concerned the low level of wages. Both returnees had been hired in a small enterprise that was set up by another returnee. In itself, and at first sight, this constitutes a success story. Yet, according to the returnees, the salaries they are earning do not enable them to reach a decent livelihood (i.e., they face difficulties paying all their bills and sustaining a living). Thus, the idea of re-migrating was growing in their minds, given that they earned more while working abroad – even if the conditions were harder.

Beyond economic factors and difficulties, service providers have reported that one key difficulty they encounter is the motivational attitudes of returnees. This aspect had been documented in previous studies conducted by the ILO, and was strongly reiterated in stakeholder interviews. Returnees believe they have little hope to secure a livelihood in Ethiopia, and many want to re-migrate. Also, important to note, many returnees are reported to feel depressed after their return, with a sense of failure and a feeling of uselessness. Thus, addressing these mental health and motivational challenges must be part of the initial phase of reintegration support.

4.2 Summary

As migration from Ethiopia has increased, the number of people returning to Ethiopia has logically also risen. The exact scale and number of returnees is not known, and the Saudi Arabia deportations of 165,000 people in 2013–14 is only one indicator of the scale of returns. Many migrant workers returned prior to this mass deportation without any assistance, and most likely in the time since 2014 as well. It is evident that the needs of returnees to Ethiopia are vast and vary across the spheres of economic, social, and psychosocial assistance. The remainder of this report will examine the situation in Ethiopia for reintegration support, turning next to the policy framework for return and reintegration.

5. Policy framework in Ethiopia for return and reintegration

This section addresses the current policies regarding return and reintegration in Ethiopia. The first section examines the existing migration-specific policies, including the Overseas Employment Proclamation and the Proclamation for the Prevention and Suppression of Trafficking in Person and Smuggling of Migrants. The second section examines non-migration policies that are also relevant to return and reintegration.

5.1 Migration-specific policies relevant to return and reintegration

Ethiopia does not have a comprehensive migration policy, nor does it have a reintegration policy or national strategy. However, some recently adopted proclamations, and some policy tools are relevant to the reintegration of returnees. The response to reintegration of migrants – beyond the operational and humanitarian management of massive returns – relates to other issues, such as management of labour migration and protection of migrant workers' rights abroad, which includes trafficking and smuggling, as well as national political issues, such as economic development and youth employment.

The Government of Ethiopia has taken different steps to increase and enhance the governance of migration and the protection of Ethiopian labour migrants. The political framework regarding migration was enacted in response to high levels of abuse and violence perpetrated against Ethiopians living and working abroad, especially female migrant domestic workers in the Middle East. The acknowledgement of the widespread abuses perpetrated against its citizens prompted the Government to act on migration management. A ban on recruitment for low-skilled employment overseas was put in place in 2013, which in practice targeted domestic and care work migration to the Middle East. It was foreseen that the ban would be active until bilateral agreements with destination countries would be adopted, and the relevant proclamation on employment revised. Thus, since the adoption of the ban, the Government initiated a process of revising the relevant overseas employment proclamation to enhance the protection of its citizens working abroad and to increase oversight and regulation of recruitment of Ethiopian for overseas employment.

Two proclamations have implications with regard to reintegration of migrants, and they are described below.

5.1.1 Overseas Employment Proclamation No. 923/2016

The protection of labour migrants' rights of Ethiopian abroad has increasingly become a concern for the Government. The new Overseas Employment Proclamation No. 923/2016 is the latest step taken by the Government in this regard. The Overseas Employment Proclamation provides a comprehensive framework for protecting migrant workers' rights, including:

- ▶ ensuring that Ethiopians migrate to countries with an exchange agreement;
- ▶ providing pre-departure training;
- ▶ assigning labour attachés to destination countries;
- ▶ providing baseline requirements for employment contracts; and
- ▶ informing individuals of their rights during the migration process.

The Proclamation has not yet been implemented, as the ban on low-skilled migration, instated in 2013, is still in force.

The Proclamation sets a series of requirements in order for individuals to be legally employed overseas, which are aimed at reducing some of the vulnerability factors. The Proclamation sets the minimum age for migration at 18 years old; it also sets a minimum level of educational attainment (8th grade); and a worker must have a certificate of occupational competences for the work they will perform abroad. Furthermore, the Proclamation establishes that migration and overseas employment can only occur when there is a bilateral agreement with the receiving country, which again aims at ensuring that the working conditions of Ethiopian workers are protected and respected abroad.

The Ministry of Labour and Social Affairs (MoLSA) is responsible for implementation of the Proclamation. Other ministries and government stakeholders also hold important responsibilities. The MoLSA will assign, in consultation with the Ministry of Foreign Affairs (MoFA), the labour attachés to be posted in Ethiopian missions in countries of destination. The main roles of the labour attachés will be to protect migrant workers' rights, ensure their safety abroad, and facilitate the provision of assistance through the Ethiopian diplomatic missions. The establishment of labour attachés is a central tool to foster the protection of migrants abroad. Given the current lack of sufficient support by Ethiopian missions, there are high expectations with regards to the labour attachés, who will need adequate training. Given that the MoFA is responsible for relations with other countries' governments and administers the Ethiopian missions in the destination countries, it will play an important consultative role in the functioning and nomination of labour attachés.

MoLSA regulates, manages, and supervises the overseas employment process. The ministry oversees the recruitment of workers for a government organ of another country – which is done in conformity with bilateral agreements with those countries (ILO, 2017). The recruitment process includes: interviewing and selecting workers, medical examinations, pre-departure orientations, and approval of the contracts. Other measures are foreseen regarding labour inspection (article 138 of the Overseas Employment Proclamation), and procedures in cases of breach of the employment contract (articles 42 and 53). The Proclamation establishes employment agency and employer responsibilities and accountability, and foresees penalties for employment agencies that fail to respect their obligations. Furthermore, the MoLSA may develop model employment contracts to set the minimum standards to be respected in destination countries.⁵

The Proclamation mentions the issue of reintegration under two articles (15 and 64), but does not include full reintegration programmes as part of its implementation. This is an important gap, as it fails to fully address reintegration (ILO, 2017). Under article 64 on the provision of support to workers, MoLSA shall facilitate, with other actors, the reintegration for Ethiopian overseas workers in situations of return. However, no details are provided in terms of actions, programmes, measures, or roles and responsibilities. The Proclamation instead stipulates that the details shall be specified by a directive. Under article 15 the Proclamation refers to a National Task Force to prevent and suppress trafficking and smuggling, and its responsibility to support and oversee reintegration support to returnees. The Task Force – which is accountable to the National Coordinating Committee – was established by Proclamation No. 909/2015 on the Prevention and Suppression of Trafficking in Person and Smuggling of

⁵ The Proclamation includes three main types of recruitment: public recruitment (for government organs); direct employment, which is strictly regulated and limited in scope – and for which housemaid services are excluded; and recruitment through private employment agencies that must have a license obtained from MoLSA.

Migrants (described below), and will ensure the implementation (at operational level) of the Overseas Employment Proclamation.

Also of relevance to the reintegration of migrants are the measures and activities specified in the Proclamation that are to be carried out as part of pre-departure preparation. This component is to be composed of two main lines of activity: awareness-raising activities, and vocational training leading to an occupational certificate. The MoLSA is responsible for overseeing the implementation of awareness-raising activities, which include pre-employment and pre-departure orientation (or training) that provides aspiring labour migrants with information about conditions in destination countries; some basic skills required for their job; and information about their rights. Currently, the absence of comprehensive pre-departure orientation sessions⁶ is a key gap, as labour migrants sometimes depart without any knowledge about their destination country (e.g., language, customs); lacking the skills required for the aspired job; and without adequate awareness of their rights and where to turn if they suffer abuses. The vocational training activities to obtain an occupational competence certificate will be provided by the Technical and Vocational Education and Training (TVET) regional bureaus (through local colleges). Based on information collected during key stakeholder interviews, the TVET agencies (both federal and regional bureaus) are carrying out preparations for pre-departure occupational training, and regional Bureaus of Labour and Social Affairs (BoLSAs) will provide pre-departure training. Training materials have been developed, and trainers have received appropriate training. Once the ban on migration is lifted, they will be ready to implement these new training activities.

5.1.2 Bilateral agreements with destination countries

The implementation of this Proclamation has also to be seen in conjunction with bilateral agreements with destination countries. As mentioned above, a bilateral agreement is a prerequisite for overseas employment by Ethiopians in a particular destination country. In July 2016, it was announced that the governments of Ethiopia and Saudi Arabia were about to reach and sign a labour exchange agreement, but the process stalled for some months before being reinitiated in December 2016. The agreement was finally signed on 25 May 2017. This agreement is crucial given the high number of Ethiopians working and living in Saudi Arabia, as well as the widespread reports of abuses and workers' rights violations faced by Ethiopian migrants in that country.

Thus far, the Ethiopian Government has signed similar agreements with Jordan, Kuwait, and Qatar, as well as with Djibouti as a transit country (RMMS, 2014). The Overseas Employment Proclamation states that such agreements shall address migrants' working conditions and foresee the enforcement mechanisms.

It is also relevant to note that the Confederation of Ethiopian Trade Unions (CETU) has signed an agreement with the Lebanese National Federation of Workers and Employees Trade Unions (FENASOL), with the support of the ILO. This agreement has the objective of protecting Ethiopian migrant workers in Lebanon.

⁶ Prior to the issuing of the Proclamation pre-departure orientation was limited to three hours.

5.1.3 Proclamation to provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants, No. 909/2015

The Proclamation to provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants, No. 909/2015, hereafter called the Anti-Trafficking and Smuggling Proclamation, establishes the framework of actions for preventing, combatting, and punishing human trafficking and smuggling in Ethiopia. This Proclamation encompasses the various components of an anti-trafficking response, including the enactment of severe penalties for the crimes of trafficking and smuggling; prevention through awareness raising; and measures to provide assistance and protection to victims.

The Anti-Trafficking and Smuggling Proclamation was adopted in the aftermath of the migration ban, and forms part of the Government of Ethiopia's efforts to tackle the widespread abuses, violence, and trafficking that its citizens experience abroad. Yet, as will be described, the institutional instances created by the Proclamation have responsibilities that go beyond the issues of trafficking and smuggling: such as reintegration, and the implementation of the Overseas Employment Proclamation. As such, the framework of action addressing issues of trafficking and smuggling constitutes a key vehicle – a multi-stakeholder collaborative platform – to address broader issues of migration in Ethiopia, and thus forms a tool for migration governance in Ethiopia.

The Anti-Trafficking and Smuggling Proclamation establishes a National Coordination Committee, chaired by the Prime Minister's Office, and a National Task Force, which is accountable to the National Coordination Committee. The Committee has a political role in advising on the development of plans, policies, and processes of implementation; it takes the lead to ensure better coordination of all efforts to prevent and tackle this crime and to rehabilitate victims. The Committee is composed of representatives from key ministries, regional states, and a few NGOs (including charities).

The National Task Force is led by the Federal Attorney General Office, and is responsible for the implementation of the Anti-Trafficking and Smuggling Proclamation at the operational level. It therefore oversees the development of measures and action plans aimed at protecting and assisting victims, as well as all other related efforts. The task force is comprised of four subcommittees, respectively addressing the issues of: (i) protection and assistance to victims; (ii) law enforcement; (iii) prevention, research, and knowledge; and (iv) reintegration. Each subcommittee is chaired by a different agency. The task force subcommittee on reintegration was chaired at the time of the research by the Federal Micro and Small Enterprise Development Agency (FMSEDA). This agency has since been incorporated into the Federal Urban Job Creation and Food Security Agency (FUJCFSA), which will be referenced throughout the remainder of this document. Subcommittee chairs were nominated by the Prime Minister's Office. While the task force should meet monthly, subcommittee meetings are called when necessary.

Regarding prevention, a lot of efforts are deployed by the Government through different awareness-raising activities, such as community conversations (supported by the ILO and UN Women) that are organized by the local and regional governments, and aim at raising awareness on trafficking, its related crimes, and the risks associated with unsafe and irregular migration. This awareness-raising mechanism is said to reach hundreds of thousands of Ethiopians (US State Department, 2017). Further, there are some public announcements made through radio and television (also supported by the ILO and UN Women), and targeted awareness efforts through the organization of workshops (i.e., with the media, with government officials, etc.)

Article 27 of the Anti-Trafficking and Smuggling Proclamation addresses the repatriation of victims, stating that the MoLSA, acting in cooperation with the concerned Ethiopian embassy and the MoFA, as well as international organizations, can undertake the process to return victims to Ethiopia. This process of repatriation is in place and active, and the IOM is a key partner in facilitating the return of victims of trafficking. The exact number of repatriated victims, either with or without the help of the IOM, has not been provided during this project. According to the *Trafficking in persons report 2017* from the US State Department, during the year 2016, it is estimated that 3,700 Ethiopian were repatriated from Djibouti, Egypt, Malawi, Mozambique, Oman, Saudi Arabia, Tanzania, Yemen, and Zimbabwe.

Finally, regarding the protection of victims, the Anti-Trafficking and Smuggling Proclamation foresees the establishment of a specific fund for providing support and assistance to victims of trafficking (article 32), which would cover material support for victims, training for victims, and all expenses related to their rehabilitation and reintegration. However, so far, the Government continues to rely greatly on international organizations and NGOs for providing such assistance to victims, and government support is limited to in-kind support, not financial outlays. Key actors in this field include the IOM, which provides an assistance programme for victims of trafficking, and the ILO which provides shelter and rehabilitation services through local NGOs, such as AGAR and Good Samaritan.

5.2 Non-migration policies relevant to return and reintegration

Other key policies are also linked with reintegration in fostering employment opportunities and economic growth conditions in the country. These include the Second Growth and Transformation Plan, and the recently adopted Ethiopian Youth Revolving Fund, commonly known as the “Youth Employment Plan”, which was endorsed by the House of People’s Representatives on 7 February 2017. Furthermore, the National Employment Policy and Strategy (2009), and the Micro and Small Enterprise Development policy and strategy are also important in setting priorities and measures to be taken in order to foster employment in the country, as well as to support the development of small enterprises. The micro and small enterprise (MSE) policy framework seeks to improve the policy, regulatory, and institutional support environment for MSEs.

Another policy tool that is worth mentioning is the National Social Protection Policy launched in 2014. Two focus areas of this policy are of relevance: (i) promoting employment opportunities and improving livelihoods; and (ii) providing legal protection and support for citizens exposed to abuse, exploitation, and violence. The latter area includes victims of trafficking, who along with repatriated migrants are two of the target groups of the policy.

While the Second Growth and Transformation Plan (GTP2), adopted for the period 2015/16 to 2019/20, does not make any mention of the issue of returnees and their economic reintegration, it is nevertheless important in structuring and orientating government efforts toward economic development, which concerns returnees as much as any other citizen. The GTP2 sets government priorities; the agricultural sector will remain a priority, and there is a greater emphasis on light manufacturing. Many stakeholders during the fieldwork interviews made some reference to the GTP2, in terms of economic development priorities – such as the sectors that are given emphasis for job creation through loan programmes, or wage-employment with greater linkages with industries.

Furthermore, in continuity with the First Growth and Transformation Plan, the GTP2 is the main framework of reference in terms of applying a gender-sensitive approach to reintegration support. During fieldwork interviews, most of the government stakeholders referred to the GTP2 and its targeted goal of mainstreaming gender across all sectors.

During the First Growth and Transformation Plan, priority was given to strengthen youth and women's organizations, in order to foster these two target groups' participation in the development and governance of the country (GTP2, p. 208). Based on the development of the last five years, the GTP2 envisions achieving the mainstreaming of these youth and women's agendas. The key goal is to achieve equal participation of women and youths in political, economic, and social development through their empowerment. Examples of the objectives set in the Plan include increasing the representation of women in the creation of MSEs to 50 per cent in 2019, and the same for their participation in agriculture. In that regard, government agencies interviewed in this project, stated that they aim at reaching equity and parity in terms of gender representation among the beneficiaries of their programmes (e.g., loan programmes, creation of small enterprises, and TVET training programmes for returnees). This goal of achieving 50/50 representation of women and men has been unevenly met, depending on the region or city.

The Youth Revolving Fund's main goal is to provide financial support to youths in order to facilitate job creation. It will include new funding up to 10 million birr (ETB). Youth is the key target group for economic development policy as well as migration policy. As it has been documented by different studies, youth compose the highest share of labour migrants and returnees, and thus also the highest proportion of aspiring migrants.

5.3 Summary

Despite the absence of a national strategy and policy regarding the reintegration of migrants, two key proclamations that address issues of migration have direct impacts on the governance of reintegration. First, the Overseas Employment Proclamation, adopted in 2016 and set to be implemented once the ban on low-skilled migration is lifted, will address different issues that relate to reintegration. It establishes compulsory pre-departure⁷ and pre-employment orientation and training for aspiring migrants, and it will – through the deployment of labour attachés in Ethiopian diplomatic missions – reinforce protection of Ethiopian overseas workers. Second, the Anti-Trafficking and Smuggling Proclamation, adopted in 2015 and already being implemented, provides for the key institutional framework that deals with reintegration. One of the subcommittees of the National Task Force on human trafficking and smuggling is dedicated to the issue of reintegration, and constitutes the main instance for multi-stakeholder collaboration on reintegration. As stated during key stakeholder interviews, the subcommittee is currently not very functional. In addition, Anti-Trafficking and Smuggling Proclamation provides a framework for supporting the return and repatriation of victims of trafficking, as well as for their assistance and protection once in Ethiopia. Finally, the key policy for the national economic development of Ethiopia, the GTP2, is also relevant for the economic reintegration of migrants, as it sets the national economic development priorities. The GTP2 also provides a national policy framework to ensure gender equity and gender mainstreaming in all sectors of activity, as well as identifying youth as a key target group priority.

⁷ Pre-departure orientation existed previously, but MOLSA has now, with the support of ILO, developed a new and more comprehensive pre-departure training manual.

6. Mapping of key stakeholders and their responsibilities in reintegration

This section provides an overview of key stakeholders currently involved in reintegration in Ethiopia and their role in reintegration.

6.1 Government stakeholders

Different government agencies are involved in reintegration measures in Ethiopia. Government agencies facilitate the return of migrants (mainly in cases of deportation) in the country of destination, upon arrival in Ethiopia, and in delivery of post-arrival assistance; they are also active with regards to economic reintegration. The role of regional and local government authorities is pivotal in the implementation of reintegration support measures. This report does not cover all regions, but based on the interviews conducted, as well as past studies conducted by the ILO, considerations for the following regions have been included: Addis Ababa, Amhara, Oromia, and Tigray.

Before presenting each government institution's role and mandate, it is relevant to recall that in Ethiopia the response to reintegration of returnees has been included in the general mandate of the National Anti-Trafficking Task Force. Ethiopia's anti-trafficking framework for collaboration and action is one of the vehicles through which the Government implements its reintegration response.

6.1.1 National Anti-Trafficking Task Force

As mentioned in section 5, two bodies were created to address the issue of trafficking and smuggling. The first is an Anti-Trafficking National Coordination Committee, chaired by the Prime Minister's Office, which has a political role in advising and guiding policy, and the second is a National Task Force, led by the Federal Attorney General. The Task Force is composed of 38 organizations, including 17 government institutions, UN agencies, some civil society organizations, religious organizations, and media organs.⁸ At the regional level, regional task forces are chaired by the presidents of each regional state.

The Task Force oversees, at the operational level, the implementation of the Anti-Trafficking and Smuggling Proclamation, and it is accountable to the National Committee. As noted above, one of the Task Force subcommittees is dedicated to the issue of reintegration, and it is chaired by the FUJCFSA⁹. The main role of the subcommittee in reintegration is facilitating coordination among stakeholders, and sharing good practices.

While the National Task Force should meet monthly, subcommittee meetings are called when necessary. According to the information collected during the fieldwork, while the Task Force was active in the aftermath of the Saudi Arabia crisis of 2013, the frequency of the meetings

⁸ This information was provided during the interview with the General Attorney Office. In the Anti-Trafficking and Smuggling Proclamation the government institutions listed as members of the Task Force are: Ministry of Justice; Ministry of Foreign Affairs; Ministry of Federal Affairs; Ministry of Labor and Social Affairs; Ministry of Women, Children and Youth Affairs; Ministry of Education; the National Intelligence and Security Service; and the Ethiopian Federal Police Commission. NGOs who are members of the Task Force include Agar.

⁹ The members of the reintegration taskforce are: FUJCFSA, Ministry of Health, MoLSA, MoFA, Ministry of Children and Women, CETU, Chamber of Commerce, Ethiopia Orthodox Church, Ethiopia Islamic Affairs, Ethiopia Interreligious Council, Ethiopia Wongelawit Church's Mekan Jesus, Ethiopia Kal-hiwot Chruch, Ethiopian Catholic Church, IOM, Consortium of Christian Relief and Development Associations, UNICEF, and the ILO.

diminished greatly thereafter, and now it appears to be largely inactive. The prominence of its current role would need further enquiry. In addition, the awareness-raising activities implemented under the leadership of the Task Force, notably the community conversations organized at the local level, also constitute a pre-migration (or re-migration) component of the broader reintegration intervention.

6.1.2 Key ministries responsible for return and upon-arrival assistance

The MoFA is a major actor in providing immediate assistance to returnees upon return, and also to migrants in difficulty in countries of destination. The MoFA is mandated to ensure relations with the institutions of other countries, and ensure that assistance is delivered to migrant workers abroad through the Ethiopian diplomatic missions. The MOFA facilitates the return of migrants, for example by acting to obtain for migrants a *laissez-passer* in countries of destination, prior to their return. The MoFA is also responsible, in collaboration with the MoLSA, to facilitate the return of trafficking victims from overseas (per the Anti-Trafficking and Smuggling Proclamation).

6.1.3 National Task Force for the Repatriation of Ethiopians from Saudi Arabia

In April 2017, in response to an announcement by Saudi Arabia that they were going to deport irregular migrants after the close of an amnesty period ending on 25 July 2017, the MoFA put in place a command post to facilitate the return of undocumented migrants from Saudi Arabia. In addition, a national task force addressing specifically the return of Ethiopians from Saudi Arabia was established, namely the National Task Force for the Repatriation of Ethiopians from Saudi Arabia. Within this Task Force, key government stakeholders and city administrations have drafted a plan of action, and have established work committees to prepare for the return of these migrants. During interviews for this study, stakeholders outlined in general terms that the level of preparation for this new expected mass return is much stronger than during the previous crisis in 2013. The MoFA has increased its presence and role in Ethiopian missions, and the liaisons with the Saudi Arabian Government have increased. It is hoped that the new massive return will proceed more smoothly, by facilitating matters further during the pre-return period.

6.1.4 Key government actors involved in providing reintegration support

Ministry of Labour and Social Affairs (MoLSA) and regional bureaus of Labour and Social Affairs (BoLSAs)

The MoLSA is mandated to manage social and labour affairs, and as such is responsible for labour migration, including migrant worker protection and migrants' reintegration in Ethiopia. As presented in the previous section, the MoLSA is responsible for implementation of the Overseas Employment Proclamation. The MoLSA is the key partner institution in the ILO project on support to reintegration. Recently, the MoLSA has also created a department dedicated to address the issue of reintegration. The department currently has four staff members, and the plan is to increase to seven staff members.

In general terms, the MoLSA oversees support across different phases of the reintegration process, and carries out follow up on the work being done at the regional level. It is the main focal institution regarding reintegration.

The work of MoLSA is mostly carried out through its regional counterparts, the regional BoLSAs, which handle registration at the local/regional level (administrative registration, not the registration done at the airport upon arrival) and then facilitate referrals for training programmes and financial support, as well as supporting returnees in developing their business plan. The BoLSAs receive returnee information from the MoLSA, and they then transfer that list of returnees to the other agencies to pursue the reintegration programme.

The BoLSAs are also the main interlocutor between the ILO and other stakeholders' offices within the implementation of the ILO's "Support to the reintegration of returnees in Ethiopia" project (see section 6.2 below). The BoLSAs are responsible for overall coordination of project implementation as well as follow up. The BoLSAs compile data on returnees and provide sector offices with information about returnees' needs and priorities. The BoLSAs also play a leading role in the selection of the returnee participants who are to gain entry into training programmes. And they generally provide guidance to returnees – individually or in groups – and in collaboration with other regional actors, at the different stages of the reintegration programme (training, loan programmes, support to develop small businesses). Regional BoLSAs are also involved in awareness-raising activities.

The coordination responsibilities of the MoLSA/BoLSAs do overlap somewhat with those of the UJCFSA when it comes to: services related to the creation of MSEs; (supporting returnees to develop business plans; and facilitation of referrals between the different stages of the reintegration programme.

Urban Job Creation and Food Security Agency (UJCFSA)

The UJCFSA, at federal and regional level, also plays an important role in the economic reintegration of returnees through its role in MSE creation. The agency's mandate is to assist and coordinate institutions that provide support for the creation of small enterprises. The UJCFSA also chairs the Anti-Trafficking Task Force subcommittee on reintegration, and as such assumes a role in coordinating the different activities carried out by the subcommittee members.

In 2016, the Federal Micro and Small Enterprise Development Agency (FMSEDA) was divided into two different institutions: the Federal Small and Medium Manufacturing Industry Development Agency and the Federal Urban Job Creation and Food Security Agency¹⁰. The UJCFSA, at the federal level, oversees the overall mechanism of referrals to TVET training and to loan programmes (i.e., microfinance institutions), and also provides support to returnees to develop business plans.

The UJCFSA is involved at different stages of reintegration. First, the UJCFSA (at the federal and/or regional level) identifies jobseekers, the unemployed, and returnees, based on data provided by the MoLSA/BoLSAs. The agency then provides the list to the TVET Agency. The UJCFSA will also support returnees in developing a business plan that will orientate and determine the type of vocational training they will need, as well as the type of loan programme they could apply to. On this point, there is a lack of clarity on government institutions' roles and responsibilities. There is an overlap between the MoLSA and the UJCFSA – and

¹⁰ This agency was established through the Federal Urban Job Creation and Food Security Agency Establishment Council of Ministers Regulation No. 374/2016.

between their regional counterparts – with regard to selecting the list of returnees to enrol in reintegration programmes, and with regard to facilitating referral from one reintegration programme to another. The regional BoLSA and UJCFSA jointly select the participants for training programmes. Stakeholder interviewees suggest that both government agencies are involved in the coordination tasks, as well as some more specific tasks, such as providing support in developing a business plan.

The UJCFSA also oversees the post-training phase, both by referring returnees to loan programmes, and also overseeing and facilitating returnee access to workplaces and/or land through local administrations.

The Federal Technical and Vocational Education and Training (TVET) Agency

This government agency, which sits under the Ministry of Education, plays an important role in overseeing the provision of vocational and technical training, through local colleges. The agency has a mandate to provide the vocational training required in order to obtain an official certificate recognizing the skills of the recipient. The role of this agency has been pivotal in the implementation of the ILO project to support reintegration, given that it is responsible for providing training to returnees (see section 6.2 below).

The **Ministry of Youth and Sport (MoYS)** and the **Ministry of Women, Children and Youth Affairs (MoWCYA)**, as well as their regional bureaus (BoYS and BoWCYA), are mainly involved in raising awareness about the risks of irregular migration, and providing information about the services and support available to returnees. Both agencies work within their national networks and local structures to reach as many potential migrants as possible with the aim of using education as a preventative measure against irregular migration. It is also part of the MoYS' mandate to support job creation and employment for youth. As part of their preventive activities against irregular migration, the ministry's objective is to encourage youth to engage in economic activities in Ethiopia, and generate income in Ethiopia rather than migrating. Both ministries are members of the Anti-Trafficking Task Force.

Bureau of Youth and Sport (BoYS), of the Ministry of Youth and Sports, has taken a leading role in the Tigray region, and as such assumes the same roles and responsibilities that the BoLSA in the other regions has.

National Regional Presidents Office

The National Regional Presidents Office not only chairs the regional Anti-Trafficking Task Force, but it also plays an important role in the implementation of reintegration interventions at the regional level. It ensures coordination among the different actors (governmental and non-governmental) involved in the reintegration intervention in their region. It also assumes a role in guiding the zonal and *woreda* [district] administration offices, municipalities, and sector offices in the day-to-day implementation of reintegration interventions (including the ILO reintegration project).

Regional UJCFSA

As mentioned previously, regional UJCFSAs will participate with BoLSAs in the selection of returnees who will participate in reintegration programmes. The role of the regional UJCFSAs is key in providing support to returnees at every step, and to support returnees in developing their business plans.

Zonal and *woreda* administrations and municipalities are responsible for providing a working space or land, as well as other local services that can be useful for all citizens, including returnees.

6.2 International Organizations

The three primary international organizations involved in reintegration are the ILO, the IOM, and United Nations Children's Fund (UNICEF).

The ILO has played a fundamental role in working with the Government to develop a reintegration strategy in Ethiopia, which is the basis of the project "Support to the reintegration of returnees in Ethiopia".

This project falls within a wider programme on the improvement of labour migration management in Ethiopia. The project's main goal is to support both the Government and other partners from civil society to strengthen the reintegration of returnees and to improve migration management. Specifically, the project aims at providing individualized and rights-based reintegration assistance to returnees, with a particular focus on vulnerable women and girls. The project seeks to assist returnees in accessing productive employment and decent work. In addition, as part of the expected outcomes, the project seeks to reinforce the provision of social support to returnees; to design and deliver training programmes that meet local economic opportunities; and to provide long-term socio-economic reintegration support.

The role of the ILO in the development and implementation of this reintegration project is crucial and pivotal. Many stakeholders interviewed for this study outlined the importance of the support and guidance, capacity building, and expertise provided by the ILO to the different partners involved. The role of ILO in the specific implementation of the project will be further detailed in the following section, and section 8.2 highlights some of the core achievements of this project.

The IOM has been active in providing return assistance to Ethiopian returnees for several years. This has primarily been under the auspice of Assisted Voluntary Return (AVR). AVR to Ethiopia includes both individual and group returns. Individual returns are typically from Europe and North America, whereas group returns are from nearby countries such as Yemen or Libya. The reintegration assistance provided is dependent on the case and funder of the return. The IOM was also one of the first responders to the crisis situation related to the Saudi Arabia mass deportees. The organization was active in providing emergency assistance including shelter, food and clothing, travel assistance to communities of origin, and medical support.

UNICEF is responsible for assisting in cases of child repatriation and return. Children return to Ethiopia both as dependents and independently as returning minors. Children can be victims of human trafficking and require special assistance in their return and reintegration. This is an important area for consideration in developing the reintegration package.

6.3 Microfinance institutions

At the regional level, microfinance institutions (MFIs) provide financial services and access to loans for returnees. Three MFIs¹¹ have been included as partners in the ILO project on support to reintegration. The ILO contributes with a loanable fund for returnees in each region, in the form of a ETB10 million grant, and the MFIs have agreed to provide matching grants on a one-to-one basis with the fund. These loan programmes generally follow the common rules of MFIs for their regular loan programmes. General rules concern the initial saving requirements (set at 20 per cent), interest rates, and collateral requirements. In the case of the ILO support to reintegration project, the returnees are able to access the loan programmes after they:

- ▶ complete the required training (with the TVET Agency);
- ▶ develop a business plan;
- ▶ secure a workplace or land with the local administration; and
- ▶ obtain a license for the small business.

Returnees may also access other types of loans, which are not linked to programmes funded by the ILO or targeting returnees.

In order to ensure effective management of the loan programmes for returnees, the ILO and regional BoLSA, TVET bureau, UJCFSa, and BoYS offices are involved. A technical committee has been put in place at the *woreda* level, which is composed of experts from the above mentioned local institutions. The committee not only reviews and assesses the performance of the fund, but also ensures that information about these opportunities is disseminated to returnees.

MFIs conduct follow ups with their beneficiaries in order to assess their business creation. The lenders may evaluate that there is a need for additional training, and thus will collaborate again with the local BoLSA and UJCFSa to facilitate a referral with the TVET bureau or other organizations, in order to provide the additional training.

6.4 Non-governmental organizations

There are a variety of NGOs involved directly or indirectly in the reintegration of migrants. The NGOs Agar and Good Samaritan each run a rehabilitation centre located in Addis Ababa that have a specific mandate to provide shelter and rehabilitation support to vulnerable female returnees, including victims of trafficking. Both of these organizations provide comprehensive support and are instrumental in rehabilitating female returnees.

Many other NGOs provide support to returnees as part of a wider mandate that is non-specific to returnees, or as part of a specific, project-funded initiative. For example, the Emanuel Development Agency, an NGO whose core mandate is to improve the well-being of children and youth, has recently developed a migration programme that targets both returnees and aspiring migrants. This programme is primarily aimed at raising awareness and providing basic skills training and business development services.

The NGO Women in Self-Employment (WISE) is a key partner in the ILO project on support to reintegration. WISE provides a wide range of services, with a focus on offering life skill training and support to accessing financial services (e.g., loan programmes), in order to support

¹¹ The ILO has an agreement with the following MFIs: Amhara Saving and Credit Share Institution (ACSI); Oromia Credit and Saving Share Company (OCSSCO); and Dedit Credit and Saving Institution (DeCSI), which operates in Amhara, Oromia, and Tigray region

employment and job creation among women in Ethiopia. The training offered covers themes such as leadership and management skills, self-development, health education, business management, and vocational training (such as in care work). WISE also offers post-training support and business development services, including mentoring and coaching. WISE has reached over 18,000 women through its various trainings, and trained 1,150 returnees (of which 20 per cent were males) in life skills and business management (Daniel, n.d., p. 48).

Most of the relevant NGOs are involved in:

1. awareness raising, in order to better inform aspiring migrants about the risks of migration;
2. life skill training to better prepare individuals for migration; and
3. support for employment opportunities and business development services.

Some NGOs that provided services to returnees during the first Saudi Arabia mass deportation crisis in 2013 are no longer active, given that the funding for this specific line of intervention has ceased.

6.5 Other civil society organizations

The Ethiopian Employer Federation (EEF) and the Confederation of Ethiopian Trade Unions (CETU) also contribute to the reintegration of migrants. They have been included as partners in the ILO project on support to reintegration, and as such have taken part in or carried out some activities, such as a job fair successfully organized in 2016.

Part of the EEF's mandate and corporate social responsibility programmes is to provide training to employers regarding labour standards and workers' rights, including trafficking. Thus, they work to reinforce the protection of workers' rights through the sensitization of employers. On the side of returnees and jobseekers in general, their role in reintegration is mainly to facilitate skills and job matching and to foster linkages between jobseekers and employers by building on their wide network of employers. The EEF may also provide support to future employers, such as returnees who will set up a small enterprise.

The CETU is involved in reintegration mostly through supporting returnees to mobilize themselves, but also in raising awareness about the risks associated with irregular migration, informing returnees about workers' rights, and encouraging them to join trade unions. Also, as mentioned in section 5, the bilateral agreement that the CETU has signed with the Lebanese National Federation of Workers and Employees Trade Unions (FENASOL), with the support of the ILO, is a promising practice to develop further avenues of protection for Ethiopian overseas workers.

7. Existing response to reintegration in Ethiopia

Support for the reintegration of migrants is a relatively new area of concern in Ethiopia. The massive deportation of Ethiopian labour migrants from Saudi Arabia in 2013 prompted the development of a response within a context of emergency and an unprecedented influx of returnees. The return of over 163,000 migrants in a short period of time triggered a quick mobilization of efforts on the part of the Ethiopian Government as well as international organizations and NGOs to provide reception assistance and support to returning migrants. It has also opened a discussion on the need for further support around the reintegration of migrants across multiple phases: upon arrival; short-term and long-term reintegration; and economic, socio-cultural, and psychosocial reintegration. As presented above, both for the reintegration of migrants and the governance of migration in general, there is at present no national policy or strategy. Against this backdrop of a lack of political and institutional structures, the response to reintegration has developed through the combined efforts of international organizations, NGOs, and the Government.

The support services put in place in this specific context were in great part driven by emergency and humanitarian needs – given the high number of returnees in a short period of time, and also given the conditions under which the deportation and returns were conducted by Saudi Arabia. Most returnees were deported after having been detained, and reports of violence and abuses during the pre-deportation phase were documented by various organizations. Without pre-return preparation, many returnees came back without all of their belongings, and without savings; they often came back empty-handed and lacking any preparedness for their return.

Since then, the Ethiopian response has further evolved and developed. Still, there are very scarce resources and support in place for long-term reintegration. In this section, a brief description of the current state of practice will be presented. The support services and programmes are categorized according to the different phases of reintegration: post-arrival; rehabilitation (where necessary); short-term integration; and long-term reintegration – as has been presented in section 2.5.

7.1 Post-arrival assistance and reception

At the request and under the leadership of the Government of Ethiopia, the IOM in close collaboration with the MoFA and the Disaster Risk Management and Food Security Sector Agency of the Ministry of Agriculture provided immediate arrival assistance to returnees during the Saudi Arabia massive return in 2013–2014, and continues this operational and collaborative work in the current context of massive return from Saudi Arabia. Between November 2013 and March 2014, 163,018 returnees arrived at Bole International Airport in Addis Ababa. The IOM and its partners provided assistance to 94 per cent of them, or approximately 153,000. The remaining 6 per cent did not request any assistance (IOM, 2014a).

Upon-arrival, and prior to their admission into the country, i.e., before completing the immigration and customs process, the returnees were received by government officials from the MoFA and the Ethiopia Red Cross Society. They were given a brief orientation

and provided information on the services they could access, including future reintegration support. At the immigration processing centres, returnees were given an ID card (pink card) as a returnee from Saudi Arabia (IOM 2014a; 2014b).

After completing their admission into the country, returnees would then register with IOM registration and processing centres. The IOM would then provide the following assistance:

- ▶ food, water, and transportation from the airport to transit centres;
- ▶ health screenings, and referrals for immediate health care if necessary;
- ▶ referrals to rehabilitation shelters for trafficking victims or returnees facing particular vulnerabilities and with specific needs (mental and/or physical health);
- ▶ shelter at transit centres;
- ▶ facilitation of transportation to community of origin (cash allowances were initially given to returnees, and the IOM had to reduce the amount from US\$100 to US\$50, given the high number of arrivals and in order to support as many returnees as possible (IOM, 2014a).

Returnees were usually accommodated for one night in the transit centres, before returning to their community of origin. The number of arrivals soon exceeded the the IOM transit centres' capacities. The Government secured other spaces for transit centres, for a total of six transit centres in Addis Ababa (IOM, 2014b).

For unaccompanied migrant children (UMCs), there is another line of intervention:

- ▶ Identification of UMCs upon arrival.
- ▶ UMCs were separated from the other returnees and transferred to a separate transit centre that provides a specialized support package.
- ▶ In close collaboration, UNICEF, the IOM, and the MoWCYA conducted a family tracing and re-unification process.
- ▶ For reunification to take place, the IOM organized transportation of UMCs to their local communities, and social workers accompanied the UMCs.
- ▶ It is estimated, based on the data collected by the IOM that 520 UMCs arrived at the Bole International Airport between November 2013 and March 2014 (IOM, 2014a).

7.2 Rehabilitation

Women returnees with special needs – those who are disabled, those who face mental health issues as a result of abuse and violence experienced while abroad, or returnees who are victims of trafficking – will usually be identified early on, either upon their arrival at the airport or soon after their return. These returnees will then be referred to one of two rehabilitation shelters in Addis Ababa. The two key NGOs providing this type of support are Agar and Good Samaritan. Both NGO centres only provide services to women who face vulnerabilities, including but not limited to victims of trafficking. Most of the women referred to these shelters are migrants who have come back from the Middle East and who have worked as domestic workers. Only a few women who have experienced trafficking within Ethiopia have been referred to the rehabilitation shelters.

When returnees with special needs are identified upon arrival at the airport, they will be directly transferred to one of these two rehabilitation centres (often in an ambulance). Based on information collected during fieldwork for this study, screening and identification of returnees in need of special care and rehabilitation is handled via a quick assessment by IOM staff or nurses present at the airport (nurses are from the Government or the Ethiopia Red Cross Society). Vulnerable returnees not identified at the airport, e.g., migrants who do

not arrive by air, may still be referred to Agar or Good Samaritan by a wide variety of other institutions, at any point following the return of a migrant.

A returnee's stay in these rehabilitation centres is typically short, but may vary from a couple of days or weeks to up to three to six months, and in rare cases up to one year. The length of rehabilitation, which means a transition period of psychological and/or physical recovery, will depend on the severity of the abuses experienced by the woman.

The following services and support are provided in both centres¹²:

- ▶ safe shelter, food, and clothing;
- ▶ individual counselling (and in the Agar centre: group counselling/peer-to-peer groups);
- ▶ basic health care (there is a health clinic with a 24/7 nurse in the Good Samaritan centre);
- ▶ psychological and/or psychiatric assistance (referral to a specialist);
- ▶ family retracing and family-reunification (with support from the MoWCYA); and
- ▶ referral and out-sourcing for basic skills, vocational, and business training.

Agar has capacity to accommodate 100 women in its rehabilitation centre, and an additional capacity for 48 in a training centre (still in development). Their capacity has greatly increased since the Saudi Arabia 2013 crisis. The Good Samaritan centre has a capacity for 10 beds, and do provide a special room (with more privacy) to pregnant women or women with small children.

Good Samaritan focuses their intervention on family tracing and family re-unification. In the past, thanks to external funding what has now ended, Good Samaritan was in a position to give a small in-kind support for the reintegration projects of woman when reunited with their family. The budget for family reunification and for reintegration was between ETB3,400 and ETB5,000 per returnee. The type of in-kind support was determined on the basis of the woman's and family's plans and needs, and in collaboration with local administration (e.g., cattle, working premises, land).

At Agar, after the initial rehabilitation there are two main streams of intervention: either family tracing and family re-unification; or reintegration support, including vocational training and basic business support. Some returnees may not wish to or have the capacity to engage in an economic reintegration process, and thus family reunification will be the most appropriate avenue to consider. After the rehabilitation period, and for those who are ready¹³ and wish to do so, Agar will initiate reintegration support. They facilitate referral to an organization providing basic skills training, and vocational training (i.e., WISE or the TVET Agency).

With the new reintegration stream of support developed jointly by the ILO and the MoLSA, the efforts of Agar with regard to economic reintegration have been shifted toward this programme. Now, if a woman is ready to initiate the economic reintegration process, Agar will facilitate a referral to the regional government agency (BoLSA, or BoYS in Tigray), which will proceed with the reintegration support programme (as described below).

¹² For both Agar and Good Samaritan, funding comes from international sources. Currently, ILO is the major funding source for Agar.

¹³ Agar staff will base this assessment of readiness also on a medical plan on a case-by-case basis. It is required a mental health professional has certified that the person is psychologically ready.

7.3 Victims of trafficking

Victims of trafficking are among the returnees with special needs referred to rehabilitation centres, and like other individuals they will receive the support and assistance described in section 7.2 above. Usually the identification of trafficking victims is done at the rehabilitation centres, given that the screening and assessment done at the airport is very quick. The identification of victims of trafficking among vulnerable female returnees is performed by rehabilitation centre staff, using IOM guidelines and previous training. In some cases, trafficking victims will be referred to law enforcement (IOM, 2014a), for example, when returnees still have debts to their traffickers or smugglers, or when their safety could be threatened.

As mentioned in section 5, the Government partners with NGOs to provide assistance to victims of trafficking, particularly IOM and the two rehabilitation centres described above. There is currently no government funding to assist victims of trafficking. The government rather provides in-kind support to the organizations involved in the assistance as well as support in the reintegration of victims of trafficking. Further, it is relevant to add that the Council of Ministers still has not adopted relevant and specific regulations to implement the components of the Anti-Trafficking and Smuggling Proclamation concerning protective measures for victims (US State Department, 2017).

As part of the implementation of the Anti-Trafficking and Smuggling Proclamation, a National Referral Mechanism (NRM) was developed and endorsed by the Anti-Trafficking Task Force in 2016, and there is also a standard operating procedure to implement these referrals. However, based on the information collected, implementation of the NRM is weak, and there is weak coordination among stakeholders to provide assistance to victims. The stakeholders involved in assisting victims of trafficking indicated that there is a need to reinforce the NRM and enhance its implementation.

7.4 Psychosocial assistance

Psychosocial assistance is a broad term that may encompass specific mental health care, as well as related non-therapeutic interventions. Counselling and psychosocial support may include addressing issues related to family difficulties, economic difficulties, and other difficulties encountered at the social level.

Psychosocial support is the weakest component of the reintegration process, as it is the least developed element of intervention. Outside of the rehabilitation centres, psychosocial support is scarce.

Based on the fieldwork conducted for this study, we can state that there is very limited, if not a complete absence of returnee psychosocial support being provided by government institutions. There is only one psychiatric hospital in the country, and thus when need arises for hospitalization, there is a challenge with regard to available space. Thus, the Government relies on NGOs and other civil society organizations to provide this type of support.

Psychosocial assistance is provided mainly through NGOs. Services are uneven across the country, and depend on the scope, mandate, and resources of the NGO. Some local NGOs working on the wellbeing of youth and children may provide support to young returnees among their activities. Projects aimed at women's empowerment may also indirectly target female returnees. In terms of specific support for returnees, the above-mentioned NGOs, Agar and Good Samaritan, are the key providers of such support.

It is important to note that stakeholder interviewees reported that while frontline workers acknowledge that returnees face important needs in terms of psychosocial support, many returnees will not ask for help. There is still stigma around the idea of accessing psychosocial support, and this can be found on the part of the family, within the community, and among returnees themselves.

The ILO has also supported psychosocial support for returnees. In collaboration with Agar, ILO has provided psychosocial support and shelter to 1,545 returnees.¹⁴

7.5 Economic reintegration

One key reintegration support pathway or stream of services has been developed as part of the ILO project on support to reintegration, and it involves multiple steps and institutions. In this section we present this reintegration stream, which constitutes the main response to reintegration, and is jointly led and implemented by the ILO and government agencies. The main objective of this initiative is to provide support to return migrants and facilitate access to employment and job creation through a series of services.

The ILO is responsible for overall management and coordination of the project, in addition to provide capacity building, guidance, and support to partners in the development of the project in order to strengthen the country's reintegration system. Furthermore, the ILO has played a key role in supporting the design, development, and implementation of the training programmes for returnees. In partnership with the Digital Opportunity Trust Ethiopia, the ILO developed a standardized training module and provided training on entrepreneurial and motivational skills to TVET teachers and other experts in the regions of Tigray and Oromia (n=141) (i.e., training of trainers programmes). On the basis of this preparation phase – and the training of trainers activities – the ILO, together with the TVET agencies of the regions of Amhara, Oromia, and Tigray, provided entrepreneurship and motivational training 9,330 returnees.

Given the important role played by regional governments in the implementation of the reintegration project, it is relevant to distinguish the distinct roles and responsibilities held by the federal government agencies and regional government agencies.

¹⁴ Out of this total, 946 were women and 577 were men, while the remaining 22 were children, of which 8 were male and 14 were female.

Figure 4. Actors directly providing services to returnees in support of economic reintegration

Source: Compiled by authors

Step 1: Identification, selection, and referral

BoLSAs compile information about returnees, either from the *woreda* administrations or from the MoLSA (it was reported that data on returnees is collected through different sources). In order to encourage registration of returnees in their local *woredas*, public notices advertise the registration process.

Within each region, the BoLSA, in collaboration with the local UJCFSA, will identify the returnees who will be admitted into the reintegration programme and gain access to the training programme provided by the regional TVET colleges. In the Tigray region, the BoYS assumes the role typically played by the BoLSA. Participants are selected using criteria developed by the region's BoLSA, in collaboration with the ILO, the TVET Agency, and the local UJCFSA. *Woreda* and zonal offices have been informed of the selection criteria.

Step 2: Training

Returnees are referred to their regional TVET bureau to enrol for short-term trainings that are provided through TVET colleges.

Entrepreneurship and motivational training (or basic skills training)

Basic motivational and entrepreneurship skills training (including financial literacy training and basic business management training), is provided over seven days and is free of charge for returnees.

The overall objective of the entrepreneurship and motivational training is to guide returnees in personal empowerment and business development practices for improved livelihood. It seeks to enable returnees to acquire an entrepreneurial mind-set; to identify and recognize

opportunities; to assess the feasibility of project/business ideas; and to familiarize them with basic economic and financial concepts (i.e., financial literacy) and with the steps involved in business start-up and development. The training provides information about government policies regarding small enterprises.

The motivational component seeks to foster positive attitudes. At the end of the training, returnees identify their interests and the appropriate vocational skills they will need.

The development of basic entrepreneurial skills as well as financial and business development training will be further enhanced with the use of the ILO Start and Improve Your Business (SIYB) training module. The SIYB, which has been implemented by the ILO since the 1980s in different country contexts, is based on a multiplier strategy. Based on an assessment of the market for business services, the ILO builds the capacity of local trainers, who will afterward independently implement and provide the training to the targeted groups. More specifically, “master trainers” are selected among the trainers, and trained and certified by the ILO. These master trainers will be responsible for the training of other trainers. These trainers will then provide the training to the targeted groups. The SIYB is composed of four different modules¹⁵ (or packages) has been adapted to different targeted groups, including vulnerable populations with low levels of literacy.

In Ethiopia, the market service assessment has been conducted, the training of the trainers has been initiated, and the SIYB is being provided to returnees¹⁶. Training of trainers has been provided to TVET teachers, as well as to MSED (currently known as UJCFSA) and BoLSA experts (n=161). The SIYB modules titled “Generate your business idea”, “Start your business”, and “Improve your business” have been translated into Amharic.

Vocational training

Based on returnees’ interests and on a market-based assessment (i.e., determining key sectors of activities with the highest opportunities), returnees can access vocational training in a variety of sectors. Based on a rapid market assessment conducted by the ILO in 2016, vocational training commonly covers the following sectors: agriculture (poultry, livestock fattening); construction; textile and garments; urban agriculture; and food production (not exhaustive list, and there are differences across regions). The duration of the vocational training provided will depend on the sector, and can be between 15 and 45 days.

A standardized short-term vocational training module was developed as part of the ILO project, and with the support of the ILO, by regional TVET experts and teachers (in the three regions included in the project). Such standardized short term vocational training did not previously exist.

The vocational training follows national standards and will allow those trained to obtain a Certificate of Competence by passing an assessment examination. Skills training is short, targeted, and exclusively provided by TVET colleges.

¹⁵ The four modules are: “Generate your business idea”, “Start your business”, “Improve your business”, and “Expand your business”.

¹⁶ For a complete description of the SIYB programme, see: <http://www.ilo.org/empent/areas/start-and-improve-your-business/lang--en/index.htm>

Step 3: Development of an economic reintegration and/or business plan (in parallel with the training phase)

Option 1: Facilitation of job opportunities

For returnees who do not wish to start a business, local government organizations, like the BoLSA or BoYS, can facilitate linkages with potential employers. For example, the BoLSA can support trained returnees to get internships or productive employment opportunities, such as employment in industries or factories operating in the region. Also as noted previously in section 6.5, as part of the ILO project's efforts to facilitate access to job opportunities, the EEF organized a job fair in 2016, bringing together jobseekers, which included returnees, and employers. The main goal was to foster linkages between employers and jobseekers.

From the interviews conducted, there was greater emphasis on the stream of intervention that leads to the creation of micro and small enterprises (MSEs). The area of labour market intermediation for those that do not aspire to open their own business is currently underdeveloped. More employment services are needed, and more capacity building in that area is also required.

Option 2: Development of business a plan for a small business (in parallel with the training phase)

The regional UJCFSA in collaboration with the BoLSA (or BoYS in the Tigray region) provide support to returnees for developing their business plans. As noted previously, there is a lack of clarity between the extent of the role and involvement of the UJCFSA and BoLSA in this process. The business plan is developed on the basis of the interests of the returnee, and also on a market assessment (ILO, 2016), in order to identify the sector that has the highest level of opportunity. As mentioned previously, the use of the SIYB training module will strengthen this component of the support to returnees in creating their own business. The SIYB training module provides step-by-step guidance in finalizing a business plan.

Step 4: Licensing and land/work premises allocation

It is the responsibility of local administrations – zonal or *woreda* administrations – to provide working premises and/or land. The UJCFSA facilitates the allocation procedure. The role of the regional UJCFSA is to support returnees with legal, administrative, and other issues so that they can obtain licenses. The UJCFSA also supports returnees to get access to necessary inputs for their small business, not only land or working/marketing premises, but also machinery.

Step 5: Access to financial services

Once the returnees have completed their vocational training, obtained their Certificate of Competence, and after they have secured access to a work space or a piece of land, and finally that they obtained their license, they may access loan programmes. The MFI partners in the ILO reintegration project have received funding for loan programmes that prioritize returnees. These loan programmes have been ongoing since 2016.

It would be beyond the scope of this report to describe the different types of loan programmes (group/individual/agricultural/urban), but it is important to highlight that these financial services aim at supporting the creation of small enterprises, so that returnees develop their

own livelihood opportunities within their local community. Small business projects are very diverse, from textiles, to small retail shops, to pastry shops, agriculture, etc. For an assessment of these financial services, we refer to a 2015 study conducted by the ILO (Asemare, 2015).

Step 6: Monitoring and follow up

There is currently no global and national system of follow up and monitoring regarding the reintegration of returnees. At the organizational or institutional level, there are some follow up and/or monitoring mechanisms. We will list some of them, by organization:

- ▶ TVET Agency: There is an assessment of the competences acquired during the training, through exams.
- ▶ UJCFSA: Follow up is conducted in the post-training phase, to finish developing the business plan and to facilitate the access to the loans programmes.
- ▶ MFIs: Follow up is done with their beneficiaries, which is a regular practice, to monitor the income generation and sustainability of the small enterprise and follow up on repayment.
- ▶ ILO and project partners: Undertake frequent monitoring missions to see the progress made and identify any challenges.

7.6 Pre-departure: Awareness raising and pre-departure training

7.6.1 Pre-departure training

As part of the Overseas Employment Proclamation, pre-departure training (general skills and orientation) as well as vocational training in view of obtaining an occupational certificate will be provided to aspiring migrants (to migrate to countries with which a bilateral agreement has been signed). As explained in section 5 above, at the time of writing, the Overseas Employment Proclamation has not yet been implemented. Thus, we do not have information on the implementation of these new pre-departure trainings. However, preparation work has been completed.

The BoLSAs will be responsible for providing pre-departure training to aspiring migrants, while the TVET bureau will be providing occupational training. As stipulated by the Overseas Employment Proclamation, only migrants who successfully obtain the pre-departure and occupational training certificates will be allowed to migrate to those countries that have a bilateral agreement with Ethiopia.

The Federal TVET Agency is responsible for developing training materials, and for supporting regional TVET agencies in the provision of occupational training, in collaboration with the MoLSA and ILO. The MoLSA has already developed material for pre-departure training, and trainers have received information sessions or training sessions. The TVET Agency, in close collaboration with MoLSA, has developed occupational standards for key labour migration sectors, such as domestic work and care work. Furthermore, some NGOs, including Agar and WISE, are preparing general, basic life-skill training in order to prepare and orientate aspiring migrants. While the NGOs' efforts are not included and foreseen in the Overseas Employment Proclamation, this type of training is complementary and necessary.

7.6.2 Awareness raising and the prevention of risky and irregular migration

Regarding awareness raising and preventive efforts concerning irregular migration, a significant amount of activities are carried out in Ethiopia by NGOs, international organizations such as the ILO, local and regional governments, and other civil society actors, churches, local leaders, etc. It would be beyond the scope of this report to provide an exhaustive list of all the activities conducted in recent years in Ethiopia, but this section will showcase a few representative examples.

The MoYS and BoYSs as well as the MoWCA and BoWCAs are involved in developing and implementing awareness activities. They base this preventive work on their networks of partners and local structures. For example, youth centres organize information sessions on the risks of irregular migration. BoYSs and BoWCAs will also use their regular events (e.g., annual youth conferences, Women's Day events) to address the issues of migration and reintegration.

Both BoWCA and BoYS stakeholders highlighted that their preventive work simultaneously targets aspiring migrants and returnees, so as to avoid the re-migration of the latter. Further, another important common element raised in the interviews is that both agencies include returnees in their activities so they can share their experiences.

Another line of preventive activities involves tailored outreach efforts to raise awareness in "hotspot" *woredas* or *kebele* that are more prone to migration. The BoYS of Tigray region, as well as the NGO EDA, in Amhara region, do such activities.

The risks of trafficking and irregular migration are often at the core of these awareness activities. For example, as presented in section 5, as part of the Anti-Trafficking and Smuggling Proclamation, there are the community conversations organized by local and regional governments. Further, the Government has also carried out general public awareness campaigns through public announcements on radio and television. Many NGOs are also conducting awareness-raising activities.

7.7 Summary

This section has mapped the existing approach to reintegration in Ethiopia. It is evident that, first, the response to reintegration has greatly increased since the Saudi Arabia deportations in 2013–2014. Second, there is a clear rehabilitation process in place that provides essential services to female returnees with mental or physical trauma, and that is primarily implemented by NGOs. Third, the overall reintegration approach has largely focused on economic reintegration, which is understandable, as livelihoods are a critical component to reintegration. At present, there is a more or less clear pathway of support for economic reintegration. Challenges exist in the scope and scale of delivery, however, there does appear to be a process in place. The next section will further examine achievements, challenges, and opportunities within the existing approach to reintegration.

8. Achievements, challenges, and opportunities

This section first highlights achievements related to the reintegration process in Ethiopia. Second, this section identifies some of the key challenges and difficulties as reported by stakeholders interviewed, as well as challenges documented in previous assessments and studies conducted by the ILO (Aarons, Yussuf, and Gebre, 2016; Asemare, 2015; ILO, 2014; Daniel, n.d.). Challenges are encountered at different levels, national and institutional, as well as at the level of service provision and in responding to the needs of the returnees. Finally, this section addresses opportunities for building on good existing practices.

8.1 Achievements

The ILO in collaboration with the Government of Ethiopia and its partners has had several achievements in strengthening reintegration assistance in Ethiopia. These include:

- ▶ Through the partner NGO Agar, providing comprehensive psychosocial support for 1,545 returnees.
- ▶ The ILO along with three regional TVET bureaus (in Amhara, Oromia, and Tigray) developed standardized short-term training modules for returnees in 10 sectors, namely poultry, beekeeping, livestock, dairy production, metalwork, block production/construction, food preparation, horticulture, furniture, and garments. This training has been delivered to 4,698 returnees.
- ▶ The ILO in collaboration with regional TVET bureaus, BoLSAs, and UJCFsAs provided entrepreneurial and motivational training to 9,347 returnees (5,856 male and 3,491 female) in three regions (Amhara, Oromia, and Tigray). An additional 700 returnees (353 male and 347 female) in the Tigray region received the same training in 2017.
- ▶ The ILO in collaboration with the Oromia Credit and Saving Association in Oromia region, the Amhara Credit and Saving Institution in Amhara region, and the Dedebit Credit and Saving Institutions in Tigray region have been working towards improving returnees' access to social finance. To this end, a dedicated loanable fund for returnees in each region has been established and the ILO has contributed approximately US\$430,000 (ETB10,000,000) for each region. Similarly, each MFI is providing an equal matching grant. As of June 2017, 995 returnees have benefitted from this dedicated loan facility, with total grants equaling ETB25,333,457.
- ▶ The ILO also provided training of trainers on entrepreneurship and motivational skills training to 216 TVET teachers and UJCFSA and BoLSA experts in 2015 and 2016. Likewise, the ILO has also provided training of trainers on the delivery of ILO SIYB training modules (namely "Generate your business" and "Start your business") to 161 TVET teachers and experts.

The ILO in partnership with UN Women has sensitized 225,000 community members through community conversations in four regions to create awareness of safe and fair migration and to address irregular migration. Following these sessions, Addis Ababa City Administration and Amhara, Oromia, and Tigray Regional States have integrated the Community Conversation Behaviour Change Communication tool as part of their government structure.

The ILO supported and facilitated high profile public information campaigns by using electronic media (radio and television). It produced a documentary on migration realities and

ILO interventions, a television drama series in Tigrigna and Oromifa, and distributed a feature film entitled *Enkopa* on irregular migration. Documentaries and drama series transmitted through National Television and Oromia Television have reached a wider public. In addition, the film is being screened in 15 cinemas. The ILO has disseminated all materials to the six Migrant Resource Centres in country with the objective of using these materials as teaching aids.

The ILO has developed and disseminated various information materials, such as rights and obligations leaflets, FAQs for migrant domestic workers, and information guides in English, Amharic, Tigrigna, and Afaan Oromo for migrant domestic workers in order to better advocate and create awareness raising on the ILO Domestic Workers Convention, 2011 (No. 189). These materials, which are compatible with migrant domestic workers needs and capabilities, inform them on issues related to valid passports, employment contracts, medical tests, customs formalities, workers' and employers' rights and responsibilities, dispute settlement, and labour rights. They also provide emergency contact details for use in major destination countries.

8.2 Institutional and structural level challenges

A first general set of challenges identified by interviewees in this study relate to institutional gaps.

Lack of a clear mandate

There is currently no clear mandate given to one governmental agency that would make it responsible for comprehensively overseeing the reintegration of return migrants via a global approach that incorporates economic, social, and psychosocial reintegration. The lack of clarity around stakeholders' roles was identified as a key challenge in the ILO needs and situations assessment conducted soon after the Saudi Arabia crisis (ILO, 2014). Since then, and especially through the implementation of the ILO project on reintegration, there has been some improvement in clarifying the responsibilities of the different actors involved in the reintegration "pathway" or stream as described in section 7. However, some gaps remain, and there is a need for one agency to oversee the overall process of reintegration. Currently, while the MoLSA has a leading role, there appears to be some overlap in terms of coordination. The key mechanism of multi-stakeholder coordination is currently the Anti-Trafficking Task Force, and more precisely the subcommittee on reintegration chaired by the UJCFSA. Illustrative of the institutional deficit are, for example, the absence of a national system for gathering and managing data on returnees, and the lack of an agency responsible for monitoring and assessment of reintegration support.

Lack of sustainability

One common concern voiced by stakeholders is that there is a lack of sustainability. Some components of the support and structures put in place are only of a temporary nature¹⁷, and depend on project-based funding from international streams (such as the European Union funding for ILO projects). In addition, stakeholders noted that the mobilization of efforts that took place after the 2013 Saudi Arabia deportation crisis faded away afterward. Thus, there is a need to move from reactive responses in situations of emergency –such as that of

¹⁷ These temporary structures include the post-arrival assistance provided at the airport as well as the collection of data done at the airport. Most projects and interventions performed by NGOs are project-based funded.

2013 and the current expected massive return – towards sustainable and institutionalized reintegration support, which includes a sustainable structure.

Gaps in institutional capacity

There are gaps in terms of the institutional capacity to respond to the new and growing field of intervention regarding the reintegration of returnees. The needs of returnees are greater than the current capacities of the various institutions involved, particularly with regard to the regional governments that are concretely implementing many of the measures and activities. Government institutions, such as BoLSAs, UJCFSAs, and TVET bureaus face capacity gaps that impede the provision of services. An example is the shortage of qualified entrepreneurship trainers and the lack of standardized training modules within the TVET bureaus.

Stakeholders interviewed expressed the need for further capacity building, especially at the regional government level. A first step in developing further reintegration support is to reinforce capacity building. This point also applies for NGOs. Indeed, it is commonly acknowledged by the different actors that partnering with local NGOs is crucial, especially for providing psychosocial assistance, but also for building linkages with local communities. In order to do so, a first phase is required to consolidate and reinforce the capacity of these NGOs.

A lot of capacity building work has been done and is still currently ongoing. The ILO and IOM are playing a key role in providing capacity building to government agencies, NGOs, as well as workers' and employers' organizations. Further, federal government agencies, such as the MoLSA, TVET Agency, and UJCFSAs, are also providing support to their regional offices (BoLSAs, TVET bureaus, etc.). Capacity building is done through the development of guidelines, training materials, and documentation. For example, the MoLSA is providing support to its regional bureaus in order to replicate the structures the ministry has put in place to support reintegration at the federal level. In addition, in preparation for the implementation of the Overseas Employment Proclamation, the MoLSA and the TVET Agency are providing training to their regional counterparts.

A specific example of the mismatch between reintegration needs and capacities relates to the vocational training delivered through the TVET Agency. Vocational training provided to returnees is meant to support them in creating job opportunities. Yet, some TVET colleges might not have the capacities to provide the appropriate training when that training requires more technology or materials (e.g. driving training, or IT training). Other challenges related with capacity will be presented below in section 8.3 concerning challenges in service provision.

Returnee registration and data collection

There is a gap with regard to data collection and the registration of returnees. Registration and the collection of accurate information on returnees upon their return, either at the airport or after their return to their local community, represent a crucial first step, and are essential to providing any kind of reintegration support. One particular shortcoming concerns labour migrants: At the moment, labour migrants returning autonomously are not registered upon their arrival at the airport, but need to go by themselves to register with their local administration. Thus, they might not be informed of the support opportunities that can be provided to them. The IOM, in collaboration with the MoFA, is collecting data on returnees arriving at the International Bole Airport in Addis Ababa. The new mechanism, with this focal point at the airport, is only temporary, however; despite being viewed positively and being foreseen to collect more comprehensive information than what was done in 2013–2014. Further, the work being done by the MoFA in destination countries to facilitate the

return of Ethiopian migrants – especially in Saudi Arabia through the creation of an overseas command post – is expected to provide information on the returnees and their expected numbers in advance, which will facilitate upon-arrival assistance. The lack of information prior to and after arrival represented a major challenge for reintegration support providers in delivering emergency assistance during the Saudi Arabia crisis of 2013–2014 (IOM, 2014b; ILO, 2014). However, all these recent developments are temporary, impermanent structures, and aimed at handling large-scale deportations rather than monitoring long-term, everyday flows of returnees.

Stakeholders state that there is a need for a sustainable and integrated system of data collection and data management regarding all types of return, not only for mass deportation returns. A centralized, national database could then be used along the different phases of reintegration, and would facilitate referrals as well as follow up. It is understood that the ILO is in the process of establishing a labour migrants database with the MoLSA that will include returnees.

Lack of effective coordination

A common gap outlined by stakeholders is the lack of effective coordination among the various stakeholders. This is not to say, however, that there is no coordination. Many stakeholders from government and international organizations work together through memoranda of understanding. In the reintegration pathway around job creation, the MoLSA, UJCFSA, TVET Agency, and MFIs collaborate closely in supporting the reintegration of migrants. This pathway constitutes an opportunity and is a reintegration support programme to reinforce and expand. In addition, the Anti-Trafficking Task Force has contributed in fostering multi-stakeholder coordination. However, in the last year this platform of collaboration has been much less active. The cooperation between government and non-government sectors has been identified as an important aspect to strengthen.

A key component of an effective coordination is an effective referral mechanism, be it for referrals from one agency to another, from one component of the reintegration to another, or between the different service providers. Individual organizations have their own referral mechanisms toward specific services; for example, Good Samaritan and Agar refer women to psychiatric or health-care services, and provide accompaniment and follow up. Also, a National Referral Mechanism was adopted in 2016 within the framework of anti-trafficking efforts, for dealing with the most vulnerable returnees, including trafficking victims. However, as mentioned previously, it was reported during stakeholder interviews that implementation of the NRM is weak, and that both its content and its usage should be enhanced.

In relation to the lack of coordination, a concern expressed by many stakeholders is that there is a duplication and potential loss of efforts and resources given the multiplicity of projects and initiatives that are funded through different international funding streams. There are scattered projects across the country, among which very little collaboration and instances of sharing practices and experiences exist. More importantly, there are no common standards or common practices. Different small-scale reintegration packages are developed, and returnees might access different levels of financial assistance. In addition, without standard practices, it is hardly possible to assess the impacts and outcomes of the different reintegration initiatives. For example, two tools that could help to provide some standard guidelines without imposing a one-size-fits-all response would be to develop a common and strong referral mechanism, and to develop assessment criteria guidelines to identify returnees' needs.

8.3 Challenges and gaps in service provision

8.3.1 Psycho-social support

In the current state of practices, the psychosocial component of the reintegration relies on the work and support provided by NGOs – as reflected in section 6 above. All stakeholders acknowledged the gap in terms of psychosocial support across the different regions. The gaps in psychosocial assistance comprise six parts:

1. lack of providers for psychosocial care;
2. lack of long-term rehabilitation access;
3. lack of alternatives when family reunification is not possible;
4. lack of access to psychiatric services;
5. stigmatization regarding mental health and psychosocial care; and
6. lack of resources/funding to maintain the work of NGOs

First, in Addis Ababa, few NGOs provide psychosocial assistance. At the regional level, the situation is uneven and disparate, different international organizations fund different projects targeting directly or indirectly returnees or subsets of returnees (e.g., women, youths). These types of initiatives are project-based funded (through international funding), and usually short-term (one to three years). These financial constraints, and the associated lack of sustainability, impede the creation of local social networks of support and the replication of good practices.

Second, there is a lack of long-term rehabilitation, and of continuous psychosocial support beyond the rehabilitation phase. Some returnee women may need more time to recover and stabilize after their experiences of violence abroad. Yet, the rehabilitation centres do not have the capacity to provide them with long-term, or even mid-term, support.

Third, and in relation with the previous point, there is a lack of support for reintegration options other than going back to their family. This issue raises an important challenge: return to the family may not be possible. Many reasons may explain why the family re-unification is not possible. Either the returnee does not want to go back, or the family is reluctant or even refuses to take back the person. Mental health problems resulting from abuses suffered abroad are often part of the reasons for this reluctance. Also, families often have invested a lot of money to support the migration of a family member, so there is some tension arising from that migrant returning empty-handed. Agar does provide support for women who may wish to remain in Addis Ababa and not return to their community of origin. However, this support is limited in scope and relies on the scarce available resources outside their centre.

Forth, there are important shortcomings in accessing psychiatric treatment. There is only one government hospital providing dedicated psychiatric treatment, with a capacity of 268 beds, and the number of mental health professionals is limited nationwide (ILO, 2014). A study conducted by the ILO on work-related vulnerabilities of migrant domestic workers in Lebanon has documented the gaps in mental health services for returnees in Ethiopia. This study finds that Ethiopia has only 40 practicing psychiatrists, 461 psychiatric nurses, 14 psychologists, and three clinical social workers (Kerbage-Hariri, 2016, p. 14). Further, this study examined the support provided in Lebanon, prior to the return, and shows that the Ethiopian Consulate is understaffed and does not have the capacity to deal with all of the migrant domestic workers who have escaped their employers and wish to return. They rely on a small number of NGOs to provide support.

Fifth, beyond the gaps in service, another important challenge is stigmatization for accessing mental health care. Many returnees will not ask for help and psychosocial support given the taboo that still prevails in this area. There is often a lack of recognition among returnees and their families of the psychosocial impacts that can result from experiences of violence, abuse, and trafficking suffered while abroad. This gap has also been documented by the IOM in their assessment on the psychological health of returnees (IOM, 2017, p. 2)

Given that the only psychosocial support available is being provided is by NGOs, it makes such support entirely dependent on the availability of donor funds. With resources being scarce, we have seen the support provided by these NGOs shrink. Plus to save costs NGOs have moved to shelters with uncondusive living conditions for returnees. Hence this is critical area that requires focus and also the need for permanent solutions rather than support based only on available resources and unreliable funding.

8.3.2 Delays in service access

Based on their experience during the 2013–2014 Saudi Arabia crisis, some stakeholders raised the issue of delays in providing reintegration support, for example, delayed starts to training, or postponed access to working spaces (e.g., sheds, land). In addition, cumbersome bureaucracy for getting licences to establish SMEs has been widely identified as a major hindrance. Consequently, returnees may drop out of reintegration programmes due to these issues. From the data collected, it is not possible to assess the scope of the drop-out rate among returnees from the “reintegration pathway” described in Section 5. However, eliminating unreasonable delays in accessing reintegration support is identified as an important factor in maintaining the commitment of returnees to reintegration services. As mentioned previously, there are important capacity gaps, for example, among government institutions such as BoLSAs, UJCFSAs, and TVET bureaus. Capacity gaps can greatly impede the provision of services, which may result in delays in accessing services (see section 8.3.1 above).

8.3.3 Mismatch between returnees’ expectations and the concrete available support from government and international organizations

A common element outlined by stakeholders – including stakeholders in government, international organizations, and (to a lesser extent) NGOs and civil society – is that returnees have high expectations regarding the scope and extent of the government support that they would have access to. Expectations go far beyond the available capacity, both with regard to the resources from government and international organizations’ support. It was reported that a miscommunication occurred during the massive return from Saudi Arabia in 2013–2014, wherein misinformation was given to returnees during orientation sessions upon their arrival and prior to their return, regarding potential access to direct financial support, such as grants rather than loans. The absence of the promised resources upon their return in their local communities generated feelings of deception and mistrust among returnees. This created a challenge for service providers to maintain the motivation of returnees to pursue the trainings and adhere to loan programmes.

8.3.4 Loan programmes

On the side of returnees, some difficulties related to accessing loan programmes have been documented by previous ILO studies conducted prior to the start of the ILO's "Support to the reintegration of returnees in Ethiopia" project (ILO, 2014; Asemare, 2015). Key challenges that were identified by returnees in these studies were a lack of financial support to start a small enterprise (92 per cent), and a lack of appropriate training (59 per cent). These two challenges have been addressed by the ILO reintegration project.

With regards to loan programmes, some returnees may not meet lender's requirements. For example, returnees may not have initial capital or own property, but loan programmes require possessing an initial 20 per cent¹⁸ of the loan amount in savings or collateral as a loan guarantee. Further, the interest rates can be a deterrent or hindrance to engaging in a loan programme for some returnees.

Loan programmes based on revolving funds are one common recommendation from stakeholders, in order to facilitate access to loans for returnees who do not have initial capital, seed capital, or owned property (such as the so-called "empty-handed" returnees).

Also, another practice that is outlined as a good practice is the forming of cooperatives, such as those that were created with the support of WISE. With the support of WISE, women organized saving and credit cooperatives (SACCOs). These SACCOs provide loans and support to initiate or expand micro-enterprises. Created at the grassroots level, i.e., the *woreda* level, the SACCOs formed a union. The members of the cooperatives elect the leaders. Leaders meet once a month in the buildings of WISE. The cooperatives are different, and provide different loan and financial services. One of the strengths of the cooperatives, notably through their leaders, resides in their wide outreach capacity, as well as their close follow up with the women. Through their monthly meetings, there is good monitoring of the performance of clients. In addition, with the support of the ILO, WISE also facilitated the creation of a loan-based micro-insurance coverage, linked with the SACCOs – built-in micro insurance services¹⁹. The insurance provides coverage for health and loans, including (among others) death, disability, but also pregnancy.

8.3.5 Access to work premises and land

In terms of gaps in resources, a common element is the shortage of land and work premises for returnees. Within the reintegration pathway that moves from training to the creation of a small enterprise, after the training phase and the design of a business plan phase comes the preparation for loans. One key shortcoming or gap is that at the local administration level, it might be difficult to provide a working place and/or a piece of land to a returnee to develop their business given the lack of such facilities. Without a working space, it is impossible to activate the following step and access a loan.

8.3.6 Shortage of loans

Regarding the shortage of loans, we do not have sufficient data across the different regions to provide a general statement on that. However, this issue has been raised at the level

¹⁸ The required percentage in savings may depend from one MFI, or one programme to another. But it can be up to 20 per cent.

¹⁹ For more on the development of cooperatives by WISE, see the following report: http://staging.ilo.org/public/libdoc/ilo/2010/110B09_406_engl.pdf

of federal agencies, and in view of massive migrant returns, the availability of significant amounts of money for numerous loans constitutes a concern.

8.3.7 Lack of follow up and monitoring

One common gap identified by stakeholders is a lack of monitoring and follow up mechanisms, or the complete absence thereof. Monitoring the reintegration process of returnees is difficult for multiple reasons, including: returnees are dispersed across the country; many stakeholders are involved in providing support; and general shortcomings in managing data on returnees. At the institutional or organizational levels, there are some follow up mechanisms, but they are limited in scope and do not provide overall monitoring of the reintegration process (see examples in section 5).

One shortcoming raised by stakeholders is that currently the follow up done by government agencies (typically BoLSAs or UJCFsAs) is limited in scope and duration. Basically government monitoring ends once a returnee has created their enterprise, and then the MFIs step in to conduct their own regular follow up with beneficiaries (i.e., those who owe them money). Furthermore, on a more operational note, it is part of the UJCFsA's and TVET Agency's mandate to follow up with returnees/workers, which is done by the industrial extension program. However, some gaps in capacities and in the consistency of the service were noted during stakeholder interviews. Thus, more capacity building in that regard would be needed.

In terms of psychosocial follow up, there are very few services that provide continuous support. Yet, stakeholders identify this area as an important gap: returnees will need further psychosocial support and counselling, beyond the immediate post-arrival period. Some NGOs do provide counselling services – WISE for example – but this does not constitute a form of psychosocial assistance. The inclusion of social workers among their counselling services is envisaged, and would strengthen the scope of the support they provide.

8.3.8 Participating in short-term training: The need for allowances

Many returnees are from rural areas, and thus once back in their home community, participating in a reintegration programme involves financial costs for transportation to the training site, for accommodation while training, and for other daily costs over the entire duration of the training. The lack or the absence of allowances for returnees attending training (core employability training, financial literacy training, and particularly vocational training) has been identified as a barrier to enrolment and a challenge for returnees.

8.4 Opportunities

The programme of reintegration support developed and led jointly by the ILO and the MoLSA (as key partner) constitutes the key reintegration mechanism developed so far in Ethiopia (particularly with regard to moving beyond immediate post-arrival assistance). It constitutes in itself the most important opportunity. The development and implementation of this programme has involved the development – on the basis of government institutions – of greater cooperation, of capacity building, and of one key reintegration support pathway. It is not the objective here to provide an assessment of this project, but it is highly relevant to outline its related opportunities and good practices, as well as some gaps and shortcomings.

8.4.1 Opportunities stemming from initial successes of the “Support to the reintegration of returnees in Ethiopia” project

Some of the key opportunities documented during stakeholder interviews relate to the development of short-term training for returnees, including: basic skills training, entrepreneurship and financial literacy training, and specific vocational skills training. This is a significant development. The TVET colleges have now incorporated in their activities the mandate of providing short-term training for returnees – not exclusively to returnees, but also to jobseekers. In that regard, the ILO has standardized short-term skills training modules in nine fields. The standardization of these short-term training modules for returnees represents an opportunity. Related to the issue of training are the business development services created to help returnees develop a business plan. The intervention and support of the UJCFSA in that regard has also been strengthened through their tailored efforts to support returnees.

Furthermore, one key element outlined by most of the stakeholders interviewed, and which is in line with one of the recommendations formulated in a previous ILO assessment of available business services (Daniel, n.d.), is the importance of integrating basic skills learning into the training provided to returnees. This built-in approach enables programmes to address the motivational challenges involved and provide preparation for vocational training and reintegration. In this regard, the NGO WISE has developed strong expertise in providing different types of training, and its expertise should still be put use in supporting the reintegration of returning migrants. Incorporating into the reintegration support the work and services of WISE would be beneficial for returnees (see description of WISE activities in section 6).

Another opportunity and good practice is that of conducting market assessments in order to identify the key economic sectors that offer best opportunities for job and business creation. The ILO conducted such an assessment in 2016 (Aarons, Yussuf, and Gebre, 2016), the findings of which have served to guide the work of the UJCFSA in providing support to returnees in developing their business plans. It has also guided the types of vocational training provided by the TVET Agency. Further market assessment is needed to adjust and support the orientation of job creation towards those sectors with the highest potential for employment opportunities. In addition the revolving fund established by the ILO and three MFIs was identified by many interviewees as a good opportunity that should be pursued and supported in the future.

On a more general note, through the implementation of this ILO project, collaboration between the different institutions involved has greatly developed. The various cooperation mechanisms that the project has activated could be reinforced and further clarified. This project has also given rise to a lot of capacity building.

8.4.2 Opportunities for expanding the scope of the reintegration support

First, given the way the reintegration support pathway has been developed, there is an assumption that returnees will go back to their community of origin in the different regions of Ethiopia. The sequence of support services follows this linear return: migrants return to Ethiopia, and after the immediate post-arrival reception and transit accommodation, they are provided with transport to their local community, and then at their local community level and regional government level, reintegration support will be initiated and tailored toward

job creation in their community of origin. Yet, some migrants may not wish to return to their community of origin and rather choose to remain in urban centres, such as Addis Ababa. Consequently, stakeholders have identified as a gap the need to expand the support for reintegration in urban areas. There should be more support to find jobs in urban settings, other than a returnee's community of origin.

Second, as mentioned previously, some additional outreach measures for labour migrants who have not been deported or are not part of a mass return could be developed in order to ensure that this reintegration pathway extends to all returnees in need of support. Ethiopia could explore the option of emulating a programme such as the Korea Happy Return Programme in Indonesia with relevant destination countries that have businesses in Ethiopia.

Third, the project could reinforce the facilitation of linkages for job opportunities, and thus re-emphasize economic reintegration beyond the creation of small enterprises. One activity organized as part of this reintegration programme and that has been identified as a good practice and opportunity is the job fair organized by the ILO and the Ethiopian Employers Federation (EEF). This should be replicated with the goal of linking jobseekers, including returnees, with potential employers.

Further, these efforts could be embedded within the ILO's work towards fostering decent work, and decent livelihood opportunities.

8.4.3 Working at and with local and community level structures and actors

Stakeholders have provided different examples of practices or mechanisms that constitute opportunities to enhance the reintegration support received by migrant returnees at the local level. Building on grassroots and local structures and instances (i.e., local leaders) appears to be crucial to embedding any reintegration programme within the local community. Working with local communities can be done with regard to the different phases of reintegration: from awareness raising to follow up. The need to work with and within local community structures has been highlighted by most interviewees as being key to a successful reintegration support package.

With regard to outreach, some of the opportunities outlined by stakeholders include:

- ▶ Doing local outreach in migration hotspots where buses depart and which constitute a key point where individuals encounter brokers and depart for migration. This practice is viewed as effective. However, local NGOs have very limited resources to do so.
- ▶ Community facilitators: One local NGO uses a community facilitator, who supports the embedding of reintegration efforts into the local community. These community facilitators do outreach, follow up, and monitoring by going throughout the week to visit returnees and informally monitor how they are doing. This figure also helps serve as a bridge between the local community and returnees.
- ▶ Better integrating local youth centres where young people gather and access different activities has also been identified as a potential opportunity. It could be a good vehicle to access the youth population.
- ▶ Women development groups formed at grassroots and community level have been identified as an opportunity to access female returnees, identify those in need, and even, on a voluntary basis, provide some information/support (they already exist in four regions: Amhara, Omoria, SNNPR, and Tigray).

The ILO, as part of its project "Development of a Tripartite Framework for the Support and Protection of Ethiopian Women Migrant Domestic Workers to the Gulf Cooperation Council

States, Lebanon, and Sudan” has identified as a key need to establish more decentralized support services for aspiring migrants and overseas migrant workers. The ILO has thus initiated the creation of Migrant Resource Centres (MRCs) at the *woreda* level. The overall objective is to help aspiring migrants to make informed decision based on accurate information provided in the centres. This would indirectly also contribute in preventing trafficking situations abroad. The MRCs are aimed to provide accurate information on regular migration processes, the risks of irregular migration, on how to remain safe while abroad, and to raise awareness about their rights and obligations. Furthermore, the centres are aimed to provide early intervention before migration, counselling for returnees and aspiring migrants, family mediation, and for overall community education. The centres shall provide space for crisis intervention management, empowerment, and mentoring programs. The MRCs constitute a good practice that responds simultaneously to different needs: a decentralized outreach to aspiring migrants and returnees; raising awareness about the risks of irregular migration; and providing a space for mediation and mentoring, making the bridge with families and local communities.

8.4.4 Sharing of success stories: Getting returnees involved in the reintegration of new returnees

One often forgotten actor in driving support for reintegration are the returnees themselves. The importance of their involvement came out in the interviews through recognition of a good practice to be replicated and extended: that of sharing success stories. Sharing the experiences of returnees with other returnees is identified as a key opportunity at different levels. Successful returnees may become role models for other returnees. In addition, they may foster peer influence and contribute to changing attitudes around remigration (often perceived as the only means to attain a good livelihood), and they can foster trust in the possibilities of being successful in Ethiopia. New returnees may also learn from their experiences, from the difficulties they faced and overcame. Again, sharing of experiences is a key means to embedding the reintegration process at the community level.

8.5 Summary

As highlighted in this section, gaps and shortcomings are still numerous in the services available to support the reintegration of returnee migrants. The challenges and gaps are at multiple levels, from institutional and structural levels, to the difficulties faced by service providers, and finally to the difficulties faced by returnees themselves. There are still pivotal needs for more capacity building, for both government institutions and NGOs.

Yet, despite these gaps and shortcomings, the development and work done so far in the support of reintegration needs to be recognized, and reinforced. The stream of interventions jointly implemented by the ILO, MoLSA, and other key partners – and which revolves around support toward the creation of job opportunities (in particular through the creation of small enterprises) – constitutes the biggest opportunity. The future programming of reintegration support should learn from these past three years of experience, and expand some components while at the same time ensuring that the psychosocial component in particular is further developed. Research around this project has shown the importance of embedding reintegration efforts within local communities and structures and in close collaboration with local actors. Returnees themselves should be involved, and mechanisms to share returnees’ experiences are to be replicated.

9. Overview of main findings and recommendations

The findings illustrate that there have been many rapid developments in reintegration assistance and activities in Ethiopia over the past few years. A central challenge is that multiple actors are included in not only service provision and the government's response, but also as international donors focusing on specific short-term projects. The result has been a concerted effort that regrettably lacks coordination, sustainability, and efficiency. There are several points that require further attention.

First, support toward the reintegration of returnees is hardly dissociable from the prevention of irregular migration and sensitization to the risks of migrating irregularly. The reintegration and prevention activities that currently exist in Ethiopia are strongly linked and embedded within a global approach to migration, which is reflected in the implementation of service delivery on the ground. However, funding often separates these two elements of “irregular migration prevention” and “reintegration” (with the ILO project as a seeming exception). It is beneficial for donors and funders to recognize the intrinsic links between these two elements and assist on-the-ground service providers in harmonizing programming between these two streams.

Second, when considering a global approach to migration governance, reintegration support needs to be embedded within, or closely linked with, national economic development as well as broader migration governance, which includes protection of overseas Ethiopian workers. The implementation of reintegration activities has in several places achieved this through linkages with youth services and other existing government services. This is a good practice that should continue to be strengthened. However, at the same time, this is an area requiring significant capacity building to be able to address much larger caseloads.

Third, some returnees experience severe abuses and different forms of violence in the destination country, including situations of trafficking, and face mental and/or physical health problems upon arrival, requiring specific attention and psychosocial assistance and health care. Before reintegration, there is the need for a phase of rehabilitation with special psychosocial assistance. Within that perspective, trafficking victims may access a special line of intervention provided by NGO partners.

Furthermore, migrants return from different regions and under different conditions:

1. voluntary and autonomously, for example, once their working contract is finished;
2. through Assisted Voluntary Return (AVR), run and implemented by the IOM; or
3. through deportation, with the large-scale deportations from Saudi Arabia in 2013–2014, and more recently in early 2017, being prominent examples.

While the context of the massive returns and deportations from Saudi Arabia has greatly informed the discussion on reintegration in Ethiopia, as well as the interventions and support services offered, the focus here is not limited to the situation of deportations, but encompasses all returning migrants in need of support. Among deportees, there is generally a greater need to perform background information checks and health assessments at the airport or soon after return. As mentioned previously, returnees with special needs and those facing vulnerabilities may be referred to rehabilitation services upon arrival. Economic reintegration programmes would then apply to all returnees interested in the services provided, regardless

of whether they were deported or returned autonomously. Such programmes can also be made available to returnees with special needs after their rehabilitation.

9.1 Recommendations

- ▶ **Develop a directive on return and reintegration** – A central challenge at the moment is that there is no policy and guiding approach to reintegration in Ethiopia. It is recommended to develop and implement a directive on return and reintegration. The Sri Lanka sub-policy on return and reintegration provides a strong model from which to start.
- ▶ **Clarify roles and responsibilities for reintegration** – A second central challenge is that there is no central government authority responsible for reintegration. This must be clarified, with a lead agency taking responsibility for coordination and communication among stakeholders.
- ▶ **Further integration of “migration prevention” and “reintegration” activities** – There are many good practices to be found in extant community-level sensitization programmes and community-led conversations, as well as information campaigns aimed at addressing irregular migration. These campaigns should also incorporate reintegration by promoting a broader understanding of the challenges faced by returnees, their needs upon return, and how community members can work together.
- ▶ **Further integration of reintegration planning across the migration lifecycle** – In addition to the previous recommendation, reintegration planning should be included in pre-departure training, and information about reintegration should be provided to migrants while abroad. Pre-departure training should include information on how to develop a savings plan in preparation for their return so that they can develop a livelihood when back in Ethiopia. Beneficial programmes in this area would include financial literacy training, and savings incentive programmes such as matching schemes.
- ▶ **Develop a returnee database and reintegration tracking** – Stakeholders have frequently identified that there are no data and information on returnees. It is understood that a labour migrants’ database is in development and could provide a national repository for statistics on returnees.
- ▶ **Develop monitoring and follow-up mechanisms** – Related to the previous point, there is currently no coordinated monitoring and follow-up occurring. It is recommended to develop and institutionalize a coordinated approach to monitoring return migrants.
- ▶ **Create access points for reintegration services** – Reintegration service delivery is currently spread across several different actors at the regional level. There is no one consolidated centre for information and service delivery of reintegration interventions. A one-stop-shop approach has been implemented in all of the external countries reviewed for this study (Indonesia, the Philippines, and Sri Lanka), and such an approach is a necessary step to coordinate and consolidate reintegration service delivery. These one-stop-shops could be implemented within the MRCs.
- ▶ **Significant increase in provision of and capacity for psychosocial care** – It is evident that the largest gap in service delivery is in relation to psychosocial care. This includes the availability of services at the local level; provision of access to psychiatric care; a lack of long-term care; and a lack of alternatives for returnees unable to return to their families. A comprehensive psychosocial reintegration approach is required.

- **Evaluate and build upon good practices** – Through the fieldwork interviews for this study, good practices have been identified in Ethiopia. It is important, however, to reiterate that these programmes have not been fully evaluated and there is no evidence to demonstrate if these practices have led to good reintegration outcomes. Evidence is therefore anecdotal. Proper evaluations are required to understand outcomes in reintegration assistance, and to then build upon programmes that are demonstrating reintegration success.

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Appendix I. List of Interviewees

	Institution	Position of the person interviewed	Sector of activity
Ethiopia fieldwork			
1	ILO	National Project Coordinator and Chief Technical Adviser	International organization
2	IOM	IOM's Migration Management Programme Coordinator in Ethiopia, Head of AVR program	International organization
3	Ministry of Women and Children Affairs (MoWCA)	Women Participation Director	Government, federal
4	Ethiopian Employers Federation (EEF)	Project Coordinator	Civil society
5	Ministry of Youth and Sports (MoYS)	Youth Participation Director	Government, federal
6	Federal Technical, Vocational Education and Training (TVET) Agency		Government, federal
7	MSEDA, Oromia region – (New name of the agency: Oromia region Urban Job Creation and Food Security Agency)	Head of Job Creation	Government, regional
8	Agar Shelter	Executive Director	NGO
9	Bureau of Labour and Social Affairs (BoLSA), Amhara region	Head for Overseas Employment for zone North-Shoah	Government, regional, Amhara
10	Emanuel Development Agency (EDA)	Assistant Project Manager, regional, Dessie/South Wollo	NGO
11	Bureau of Youth and Sports (BoYS), Tigray region	Expert on organization	Government, regional, Tigray
12	BoLSA, Tigray region.	Process of Honour (Team Leader)	Government, regional, Tigray
13	Bureau of Women and Children Affairs (BWCA), Tigray region		Government, regional, Tigray
14	DECSI, MFI, Tigray	Operations Manager	MFI, regional
15	TVET bureau, Tigray region	Business and training development experts (two interviewees)	Government, regional, Tigray
16	MSEDA, Tigray region – (New name of the agency: Tigray region Urban Job Creation and Food Security Agency)	Employment creation expert, capacity building expert	Government, regional, Tigray

	Institution	Position of the person interviewed	Sector of activity
17	BoLSA, Addis Ababa Office	Foreign Overseas Employment Team Leader	Government, regional, Addis Ababa
18	Confederation of the Ethiopian Trade Union (CETU)	Rahel Ayele, Head of Women Affairs Department	Civil society, federal
19	OCSICO	Teffera Tesfaye, deputy executive managing director, operation	Microfinance institution
20	UJCFSA	Director General	Government, federal
21	Good Samaritan	Programme Officer	NGO
22	Women in Self-Employment (WISE)	Director	NGO
23	Attorney General office	Secretariat Office Coordinator	Government, federal
24	Ministry of Labour and Social Affairs	Two interviewees: Team leader, Reintegration department; Team leader, Labour Migration	Government, federal
Stakeholders in other countries			
1	IOM The Philippines	Ricardo Casco, Mission Coordinator/National Programme Officer Labour Migration and Migration & Development Unit (LMU)	International organization
2	ILO Sri Lanka	Swairee Rupasinghe	International organization
3	SMERU Research Institute	Palmira Permata Bachtiar, Senior Researcher	Think tank

Appendix II. Interview tools

Key Stakeholders Interview Guide

Organization: _____

Person Interviewed: _____

Position: _____

Date: _____

- 1. Can you please tell me a bit about your organization/ministry?**
- 2. What is the work/programme provided to returnees? Your activity/service provided to returnees?**
 - a. Confirm stage of the work: pre-departure, employment abroad, upon return. For each separate programme.
 - b. How long has your organization been doing this work/ running this programme?
 - c. Who funds the programme?
 - d. How many returnees have you assisted?
- 3. What is the target group of your services?**
 - a. Is it part of a returnee-specific programme/service?
 - b. What is the profile of the returnees that you work with? (i.e. group, age, gender, forced or voluntary returnees)
 - i. If returnees: (ie: all returnees, women, returnees from the Middle East, victims of trafficking, etc)?
 - ii. If not returnee-specific: specify target group
- 4. How do returnees access your service**
 - a. At what point do returnees access your service? (immediately upon return, after a few weeks)
 - b. How do returnees get information or know about your work/ programme?
- 5. From your work what do you see as the main needs of returnees to Ethiopia?**
- 6. What are the key challenges facing returnees to Ethiopia?**
 - a. How does this programme assist returnees in meeting the challenges you mentioned?
- 7. Do you have any screening process to identify vulnerabilities? If so, what is your process?**
 - a. If returnees have specific needs, do you have a referral mechanism in place? How does it work?
- 8. How do you think this programme contributes to returnees' reintegration?**
 - a. Economic reintegration
 - b. Social reintegration
 - c. Psychosocial reintegration

- 9. Do you have any service/activity tailored for women?**
 - a. If not: What is gender-sensitive in your service/approach? Could you identify how you address gender differences? Or how you think you could integrate a gender-sensitive approach? (what ways? i.e. through collaboration, different training, more women trainers?)
- 10. How has your programme/service changed over the last five years?**
- 11. What has been the impact of return migration on the community where you work?**
 - a. How is your programme/service acting upon these impacts?
 - b. Is there a regional strategy to address the reintegration of returnees?
- 12. What do you think are your organizations greatest strengths for assisting returnees?**
 - a. How many people do you assist each year? Do you have the capacity to assist more?
 - b. Do you think you have the capacity to expand your services? In what ways?
 - c. How would you like to see your work grow?
- 13. What are the limitations and/or challenges that you face in your work?**
- 14. Based on your work, what are the key factors to help/facilitate reintegration?**
 - a. Do you have examples of successful reintegration? If so, what were some of the key factors that facilitated the reintegration?
- 15. Do you work with other organizations in delivering return services?**
 - a. What types of linkages have been developed?
 - b. Which organizations work with returnees in your area?
 - c. If interview with government institution:
 - d. Are there IO or NGOs in your area working with returnees? If so, what is their work?
 - e. With which organization do you collaborate/work?
 - f. How do you work with them (inter-agency groups, meeting, bi-lateral cooperation)?
 - g. How do you most frequently communicate? How often?
 - h. What are the key challenges?
 - i. What are the missing services/programme in your area?
- 16. What suggestions do you have for developing a reintegration package for Ethiopia?**
 - a. Can you identify good examples of services, good practices in Ethiopia?
 - b. What should be the priority? In what ways should your organization be involved?
- 17. Any other comments?**

If relevant to the interviewee: Questions on implementation of policies

Interview Guide Returnees

Preamble:

Hello, my name is _____ and I am working on a project for the International Labour Organization to develop a reintegration package for the Ethiopian Government. I do not work for the government, I am independent and work at a University abroad _____. I am here because I would like to ask you some questions regarding your experiences of migrating and returning to Ethiopia. I would like to hear from you the challenges you faced and any ideas you have of what could be done to assist you in returning and reintegrating in Ethiopia. If you agree to speak with me today everything you share is confidential and anonymous, so this means your name will never be used. I want to be clear that I am not myself in a position to help you today with your situation, but the information you share with me will be very useful in potentially helping returnees in the future. Are you okay to speak with me today? Do you have any questions for me?

If it is all right with you I would like to voice record our conversation so that I have a strong record of what we discussed. This is just for my purposes and will only be shared with our research team. Would that be alright with you? Thank you.

1. Please tell me about your life prior to your migration?

- Where did you live? With whom? Were you married? Children? Were you working? If yes, where were you working? How many hours per week did you work? What was your salary? What was your standard of living- were you struggling or were you comfortable? What were your daily tasks (ie: role within the household)? Were you involved in the community (participate in local events/ cultural events)? Who were the most significant people in your life/ who were your close friends? Were you apart of any organizations or associations (examples: women's association, professional association, student association, edir, microfinance)? Did you feel a part of the community/ Did you have a sense of belonging?

I would like to ask you some questions about your most recent experience of migrating and returning to Ethiopia. Before I ask you these questions, can you tell me, was this the first time that you migrated? If yes, go to Q2.

If no, can you please tell me how many times have you migrated before? Where did you go and for how long? How long were back in Ethiopia before leaving again?

2. Why did you decide to migrate?

- Who was involved in your decision (parents, friends, other family)? Did they support you in your decision? Why or why not?
- Were you influenced by anyone in your decision? Where did you receive information on migrating (person, friend, agent, newspaper, tv, radio)? Who from? What did they tell you about migrating?
- Where did you migrate to? What information did you have on this country before you migrated? Where did you get this information from?
- Did you want to migrate?
- Who assisted you in the migration process (gave money or other resources)? Did you go through the government (MOLSA)? Did you receive pre-departure training? What kind? How long did the training last? What did you learn in the training? Was this information helpful?

- What kind of Visa did you have? How much did your migration cost? Where did you get this money?
- What were your expectations of migration?

3. When did you leave Ethiopia?

- Where did you go when you left? Did you travel with anyone else (friends, smuggler?)
- How did you travel (air, bus, car, etc)
- What were your experiences of the journey?

4. How did you experience living in the country of migration?

- Who assisted you in your initial arrival?
- Where did you get information on how to live in [country of migration]? Who provided you with support (money, information, other resources)?
- What was your occupation? (If domestic worker, what was the family like, how many people)? What tasks did you do? What was a typical day for you? How many hours did you work? What was your salary? Did you have time off? How did you spend your time off?
- How were you treated by the locals?
- Did you feel a part of the Ethiopian community in country x? Were you involved in any organizations/ associations in country of migration? Did you feel a sense of belonging in the country?
- During your migration, did you maintain contact with your family and friends in Ethiopia? How often? In which way?
- Did you send money home? To who? How much? How often? How was the money spent?
- Did you ever visit Ethiopia temporarily while you were abroad? How long? When? What purpose?
- Did you take any classes/ learn any new skills (can include formal training ie: Masters/ Bachelor/ Diploma)? What kind of training/ class? For how long? What did you learn? Did you speak the language? Were your expectations met?

5. Why did you decide to return to Ethiopia?

- Who was involved in your decision to return (parents, spouse, friends, employer or authorities in country of migration)? Did they support in your return? Were you influenced by anyone?
- Did you want to return?
- Where did you receive information on returning to Ethiopia? Who from? Who assisted you in the return process (gave money or other resources)? Did you receive assistance from any organizations? What kind of assistance?
- Were you able to take any resources (money, things) with you in your return? (Amount of money, what kinds of things, gifts for whom)? Did you send any prior to your return?
- What were your expectations of return?
- When did you leave the country of migration?

6. How do you experience living in Ethiopia since returning from [country of migration]?

- What happened when you returned? Who met you at the airport? Where do you live? If different from departure city, why did you return to this place? With whom? Are you married? Have children?
- To clarify, how long has it been since you have been back in Ethiopia?
- Are you working? Where? Do you like it? How many hours? How did you get this job? Current Salary? Is this enough to support your household?
- Current standard of living- comfortable or struggling? Do you have family members helping to support you? How does this compare to prior to your migration? At this time, do you have any debts from your migration?
- What have been the greatest challenges for you in your return? How have you dealt with those challenges? Who helped you to deal with them (IOM, government, other organizations, church, family, friends)? In what ways? What could the government do to help you with these challenges?
- Have you done any training programmes since your return? Which organization? Which programme? How did you hear about this programme?
- Do you participate in local events? Cultural events? What kinds? Do you vote/ plan to vote?
- Do you people treat you differently since your return? If yes, who? In what ways? How does this make you feel?
- Do you maintain contact with people from the country of migration? Why or why not? How often and in what ways? Who would you go to if you needed assistance? What discuss primarily discuss with them? Do you encourage them to return?

7. What are your plans for the future?

- Do you plan to re-migrate? If yes, where? Why do you want to migrate/ why do you not want to migrate? Would you encourage others to migrate? (ie: If someone were to come to you and tell you that they want to migrate, what would you say to them?)

8. Is there anything else you would like to share with me?

9. Socio-demographic Questions

- Age: _____
- Sex: _____
- Marital Status: _____
- Highest Level of education completed: _____
- Ethnic Group: _____
- Place of Interview: _____

Interview Guide for Promising Practices in Other Countries

Organization: _____

Person Interviewed: _____

Position: _____

Date: _____

- 1. Can you please tell me a bit about your organization/ministry?**
- 2. What is the work/programme provided to returnees? Your activity/service provided to returnees?**
 - a. Confirm stage of the work: pre-departure, employment abroad, upon return. For each separate programme.
 - b. How long has your organization been doing this work/ running this programme?
 - c. Who funds the programme?
 - d. How many returnees have you assisted?
- 3. What is the target group of your services?**
 - a. Is it part of a returnee-specific programme/service?
 - b. What is the profile of the returnees that you work with? (i.e. group, age, gender, forced or voluntary returnees)
 - i. If returnees: (ie: all returnees, women, returnees from the Middle East, victims of trafficking, etc)?
 - ii. If not returnee-specific: specify target group
- 4. How do returnees access your service**
 - a. At what point do returnees access your service? (immediately upon return, after a few weeks)
 - b. How do returnees get information or know about your work/ programme?
- 5. From your work what do you see as the main needs of returnees to Ethiopia?**
- 6. What are the key challenges facing returnees to Ethiopia?**
 - a. How does this programme assist returnees in meeting the challenges you mentioned?
- 7. Do you have any screening process to identify vulnerabilities? If so, what is your process?**
 - a. If returnees have specific needs, do you have a referral mechanism in place? How does it work?
- 8. Do you have any service/activity tailored for women?**
 - a. If not: What is gender-sensitive in your service/approach? Could you identify how you address gender differences? Or how you think you could integrate a gender-sensitive approach? (what ways? i.e. through collaboration, different training, more women trainors?)

- 9. How do you think this programme contributes to returnees' reintegration?**
 - a. Economic reintegration
 - b. Social reintegration
 - c. Psychosocial reintegration
- 10. How has your programme/service changed over the last five years?**
- 11. What do you think are the main successes of your programme?**
 - a. What has enabled these successes?
 - b. How do you think these successes could be replicated?
- 12. What has been the impact of return migration on the community where you work?**
 - a. How is your programme/service acting upon these impacts?
 - b. Is there a regional strategy to address the reintegration of returnees?
- 13. What are the limitations and/or challenges that you face in your work?**
- 14. Based on your work, what are the key factors to help/facilitate reintegration?**
- 15. Do you work with other organizations in delivering return services?**
 - a. What types of linkages have been developed?
 - b. Which organizations work with returnees in your area?
 - c. If interview with government institution:
 - i. Are there IO or NGOs in your area working with returnees? If so, what is their work?
 - d. With which organization do you collaborate/work?
 - e. How do you work with them (inter-agency groups, meeting, bi-lateral cooperation)?
 - f. How do you most frequently communicate? How often?
 - g. What are the key challenges?
 - h. What are the missing services/programme in your area?
- 16. What suggestions do you have for developing a reintegration package for Ethiopia?**
 - a. Can you identify good examples of services, good practices in Ethiopia?
 - b. What should be the priority? In what ways should your organization be involved?
- 17. Any other comments?**

Ask if they have any evaluations of their programme that they could share.



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