ANNEX

of the Commission Decision on the Annual Action Programme 2014 in favour of the Federal Democratic Republic of Ethiopia to be financed from the European Development Fund Bridging Facility

Action document for “Support to the reintegration of returnees and to the management of labour migration in Ethiopia”

1. IDENTIFICATION

| Title/Number | Support to the reintegration of returnees and to the management of labour migration in Ethiopia  
CRIS number: FED/2014/037-325 |
|--------------|----------------------------------------------------------------------------------|
| Total cost   | Total estimated cost: EUR 10 000 000  
Total amount of EDF contribution: EUR 10 000 000 |
| Aid method / Management mode and type of financing | Project Approach  
Indirect management with the International Labour Organisation (ILO)  
Indirect management with the Federal Democratic Republic of Ethiopia |
| DAC-code     | 13010                                   |
| Sector       | Population Policy and Administrative Management |

2. RATIONALE AND CONTEXT

2.1 Summary of the action and its objectives

The forced repatriation of 163,018 (100,688 male, 53,732 female and 8,598 children), Ethiopian migrants from the Kingdom of Saudi Arabia, combined with a significant number of reported cases of abuse and mistreatment of migrants have made migration an important issue in Ethiopia. The present action aims at supporting the efforts of the Government of Ethiopia and of stakeholders from Civil Society in reintegrating the returnees and in setting up an effective migration management system which will enable them to better address migration challenges in the future.

The overall objective of the action is to improve management of labour migration in Ethiopia. The project consists of three components with the following specific objectives:

1. to improve the reintegration system and assistance to Ethiopian migrants from Saudi Arabia through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups.
2. to improve access to legal migration through enhanced capacity of relevant government institutions.
3. to sensitise communities with historically large numbers of migrants enabling them to take informed decisions about migration, including legal migration, awareness and prevention of irregular migration and trafficking in human beings.

2.2 Context
2.2.1 Country context

2.2.1.1. Economic and social situation and poverty analysis
Ethiopia is the second most populous country in sub-Saharan Africa with an estimated population of almost 93 million in 2013 (Index Mundi\(^1\)) and an estimated annual population growth rate of 2.9% in 2013. In 2013, approximately 44.4% of the population were younger than 15 years of age, while 49% were between the age of 15 and 54 (Index Mundi). Over the past eight years, the country has registered a double-digit growth rate of 11% on average. Significant improvements are reported in the areas of food security, human development indicators and poverty reduction. Per capita income has increased to USD 550 in 2012/2013 from the level of USD 377 in 2009/10. According to the 2012-13 Growth and Transformation Plan (GTP) Annual Progress Report (APR), the proportion of poor people (poverty head count index) in the country was estimated to be 26%. The economic sector is dominated by agriculture and services, with each accounting for 42.9% and 45.2% of gross domestic product (GDP) respectively, while industry accounts for 12.4% (MoFED 2013). Agriculture accounts for 83.4% of the labour force and 72% of exports. In the social and human development field, the hunger index, weighted equally on three indicators consisting of malnourishment, underweight children and child mortality, declined from 42.3% in 1990 to 25.7% in 2013. The primary school enrolment rate has risen from 30.2% in 2000/01 to 95.1% in 2012/13. Youth unemployment remains high, at 40% for the 15-24 age bracket and 22% for those above 25\(^2\) with 42.2% women and 24.2% men employed in the informal sector.

2.2.1.2 National development policy
Although concerted efforts are being made to overcome poverty, the country still faces development challenges. Due to the high population growth, the actual numbers of declined poverty are marginal. With a view to addressing these challenges, the Government of Ethiopia has adopted a series of development policy and programme frameworks, particularly since the beginning of the millennium. The Government's five-year Growth and Transformation Plan (GTP 2011–2015) has the aim to accelerate sustainable development that focuses on job-creating economic activities, which speed up economic growth as a means of reducing poverty and achieving the Millenium Development Goals (MDGs). The GTP is the first in a series of three five-year plans, designed to guide the country’s transformation towards the attainment of a middle income country status.

2.2.2 Sector context: policies and challenges
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. As a result, growing numbers of Ethiopians have been looking for job opportunities either in other regions within the country or abroad, through regular and irregular channels. Since 2009, 459,810 legal migrants have left Ethiopia, of whom 94.3%  

\(^1\) http://www.indexmundi.com/ethiopia/demographics_profile.html
\(^2\) Calculated based on 1999 and 2005 Labour force survey and 1994 and 2007 Census
were women domestic workers Ministry of Labour and Social Affairs (MoLSA). The preferred destination of regular migrants is Saudi Arabia (79%), followed by Kuwait (20%) and Dubai (1%). While a minority of men migrate through regular channels due to a lack of legal job opportunities, they represent a higher percentage of irregular migrants. There is no reliable number of irregular migrants, but the number is estimated to be significantly higher than that of regular migration.

In addition to a lack of economic opportunities, social factors are playing a role in people’s decision to migrate. Pressure from family, elders and religious leaders on young people is common, especially in villages that have seen successful returnees⁵. To a certain extent, trafficking and smuggling networks and brokers contribute to this pressure, as they are usually well-organised and rooted in the communities of origin, and seek to recruit and lure potential migrants into migration. Migration in the broad sense (be it regular or irregular) has been rapidly increasing over the past years and has become a matter of serious concern and a priority area for action.

Ethiopia’s employment policy does not address the issue of international labour migration; however, the Federal Democratic Republic of Ethiopia Constitution recognises the freedom of movement of citizens. In July 2009, the Government of Ethiopia made an amendment (Proclamation No. 632/2009 on Employment Exchange Services) to the Private Employment Agency Proclamation of 1998 (Proclamation No. 104/1998) in order to improve protection of migrant workers, and in particular women. The amendment made the licensed agencies (PEAs) legally liable as employers for the people they recruit and shifted the burden of proof to agents to disprove allegations made by Ethiopian migrants abroad about abusive or poor working conditions. These stringent conditions may have led some agencies to engage in illegal practices.

While the Government of Ethiopia has decentralised some aspects of the labour migration application process, some components remain centralised in Addis Ababa. Some prospective migrants do not have the means to travel to the capital and go through the cumbersome application process. Instead, they opt for irregular channels which are easily available in regions with high numbers of migrants. Since 2008, the Ministry of Labour and Social Affairs (MoLSA) has been providing compulsory pre-departure orientation training for economic migrants, but the three hour training, provided only in Amharic, is far from sufficient.

In recent years, the Government of Ethiopia has opened new embassies and consulates in popular destination countries for labour migrants, and while it has plans to deploy labour attachés to them, this has yet to be realised. Negotiation of bilateral labour agreements with key countries in order to secure the status of Ethiopian citizens abroad is ongoing, but the Government of Ethiopia lacks resources for those negotiations. While bilateral labour agreements have been concluded with Kuwait, Qatar, and Jordan, the Government of Ethiopia has not been in a position to ensure implementation of the agreements.

To prevent the growing problem of trafficking in persons, the National Council against Human Trafficking was established in June 2012. Under the Council, a National Taskforce chaired by a State Minister and composed by experts from relevant ministries, has been set up under the Ministry of Foreign Affairs (MoFA). Taskforces have also been established at regional, woreda, and kebele levels.

⁵ Forum for Social Studies, 2013
An increased number of reported cases of abuse of Ethiopian migrant workers in the last few years, especially in the Middle East, has led the Government of Ethiopia to ban labour migration to the United Arab Emirates in 2012. In October 2013, following a consultative meeting among senior government officials, the Prime Minister announced a temporary ban on low-skilled migrant workers going to the Middle East and Sudan in order to free up resources for a comprehensive revision of the migration system. As a consequence, MoLSA, in close collaboration with Ministry of Foreign Affairs, Ministry of Justice, PM’s Office and relevant line ministries, is currently revising the Overseas Employment Proclamation 632/2009 to address issues of concern for migrants as well as the Government of Ethiopia. The Proclamation includes a suggestion to establish an independent agency to manage overseas labour migration. While the agency would be established at federal level, it is expected to have regional sub-offices. A fourth draft of the Proclamation is currently under review, and is expected adopted within the next few months.

In November 2013, Saudi Arabia decided to expel irregular migrants, leading to some 163,000 Ethiopian migrants being forcibly repatriated to date. Many have been victims of trafficking, reported harsh treatment in Saudi Arabia, and some have lost most or all of their belongings. Some of the Ethiopian returnees lived in Saudi Arabia for more than two decades and have come back home empty handed. Many returnees were held in detention centers with limited access to meals, public utilities, and a general lack of privacy. Due to the difficult situation in detention centers, many returnees suffered severe medical conditions, such as physical and psychological trauma, psychiatric illness due to gender based violence/suspected rape and respiratory illnesses, including pneumonia. Hence returnees arrived with complex economic and psychosocial problems requiring integrated efforts to effectively reintegrate. The reintegration of returnees in the Ethiopian labour market as well as their reinsertion into their communities and reunification with their families has become a major challenge for the Government of Ethiopia. A lack of adequate support and coordination by government and development actors is creating frustration among the returnees and also encouraging re-migration by some of the returnees. Combined with the temporary ban on legal migration to the Middle East and Sudan, this situation is likely to have contributed to an increase in irregular migration: in April 2014 an estimated 6,865 Ethiopians made their way to Yemen by irregular means, a 53% increase from March 2013. Urgent cooperation with the Government of Ethiopia appears particularly relevant in a context where irregular migration is increasing and some returnees are reportedly re-migrating. A national needs assessment of Saudi Arabia returnees completed in July 2014 concludes that 57.6% out of the 2039 respondents are considering going back to Arab countries.

Preliminary Results of Needs Assessment
A national need assessment was conducted in target regions, namely, Amhara, Oromia, Tigray, Southern Nations, Nationalities and Peoples’ Region (SNNPR) and Addis Ababa city administration. Quantitative data was collected from 2039 returnees and their families who were selected randomly from 12 zones, 30 woredas and 108 kebeles (both rural and urban) of targeted regions and City Administration, using structured questionnaires. The sample size included returnees and their families including vulnerable groups (pregnant women, women with children under five and returnees with disabilities, etc). The sample is assumed to be large enough to attain a 95% certainty in establishing baseline data.
interviewed returnees were male and 43.6% female. Most of the returnees (79.8%) were in the economically active age group (18-30 years). 51.9% of returnee migrants were reported as unemployed while 25% reported being engaged in farming activities.

Economic factors stand out as the major reason for migration. 64% of respondents said they migrated seeking employment, while 32% were seeking better life/higher pay. Poverty, unemployment, inflationary situations and poor access to means to sustain a living are some of the economic reasons mentioned repeatedly as push-factors. Illiteracy, lack of land, inflation, limited access to saving and credit services are also mentioned as part of economic reasons. Family pressure appears to be another push-factor. Failure to pass school leaving exams leads to pressure from parents to leave to work abroad. Issues related to lack of quality in education as well as a lack of opportunities in Ethiopia both on the part of family members and the migrants themselves were also mentioned as push-factors. In addition, a lack of sufficient and reliable information combined with misinformation by human traffickers was pointed out as a key cause. 65.3% of respondents used irregular migration channels.

With regard to current actions taken to address the reintegration of returnees, it was mentioned that the committees that were established at sub-city and woreda levels to facilitate reintegration lack coordination and fail to meet the expectations of returnees. Further, the reintegration committees appear to struggle with budget shortages, poor access to finance and an inability to control illegal brokers. There is thus a need to strengthen these committees at all levels and to make all stakeholders part of the reintegration effort. There appears to be a need for a plan of action that clearly sets out the specific roles and responsibilities of each stakeholder.

The majority of respondents stated that they were incapable of depositing the mandatory 20% in order to obtain credit from micro-finance institutions. Another challenge faced by returnees is the reintegration with families and society – often due to addiction-habits developed abroad which meets with little understanding from their community and family.

When asked about their most pressing needs in order to sustainably make a living, 51.5% responded that they need financial support, 24.3% stated that they need technical support, 25.5% requested educational support for their children, 21.1% requested improved access to government services and 17.5% access to loan/credit facilities.

Moreover, 38% of returnees with children reported a need for nutritional support to their children whilst 33% reported a need for access to health and 17% for psycho-social support services.

2.3 Lessons learnt

To avoid preferential treatment that might lead to resentment and tension within local communities, or as an incentive to migrate knowing that support will be provided upon return, the reintegration support at regional and local level will not only focus on returnees but target the wider community, including unemployed youth.

Reintegration support will be based on a comprehensive needs assessment which has recently been conducted by the ILO and the final results of which are expected shortly, and a market research set to start in the near future, both with the support of the EU. The action must consistently use holistic and integrated prevention models that combine awareness raising and social mobilisation; education and skills; income and employment generation; gender
promotion and equity; information about safe and responsible migration; and increased labour protection. These prevention measures will form a foundation for developing sustainable reintegration services in order to prevent re-trafficking or re-migration.

A deep knowledge of social, cultural and economic mechanisms must be acquired to ensure that information about the risks and consequences of regular and irregular migration will be assimilated by potential migrants and their families. Particular attention to vulnerable categories’ special needs must be ensured, including youth, minors, pregnant women or victims of abuse, who might be at risk of abuse and exploitation before, during and after their migration. Support should not solely focus on government authorities, but also include non-governmental organisations, to make the actions and programmes (of both categories of stakeholders) complementary and more efficient.

2.4 Complementary actions

The planned action will be closely complemented with the following ongoing actions:

"Development of a Tripartite Framework for the Support and Protection of Ethiopian and Somali Women Domestic Migrant Workers to the Gulf Cooperation Council States, Lebanon and Sudan" (DCI-MIGR/2012/282-630, implementing partner ILO, 2013-2016). This project has a component on reintegration and awareness-raising as well as Profiling and Needs Assessment of the returnees, which will help to better inform the implementation of this action.

"Strengthening Criminal Justice Responses to Trafficking in Persons and Smuggling of Migrants in Ethiopia and Djibouti" (DCI-MIGR/2012/283-109, implementing partner UNODC, 2012-2015). This project aims to capacitate the Government of Ethiopia and the Government of Djibouti to protect migrants from falling prey to well-established organised criminal networks and from becoming victims of trafficking in persons or facing the inhuman conditions that smuggling of migrants entails. The respective awareness raising initiatives as well as institutional capacity building will complement each other.

“Ethiopian Competitiveness and Job Creation Project”. This recently approved project will be implemented by the World Bank with the goal to contribute to job creation by attracting investments and improving competitiveness of enterprises in the targeted industrial zones (IZ) and their linked domestic enterprises. This project has the potential of being instrumental in creating jobs for returnees as well as for potential migrants.

There are a number of Civil Society Organisations working in the area of migration and reintegration and this programme will complement, coordinate and collaborate with the Civil Society Fund and relevant programmes such as the “Civil Society Support Programme (CSSP) in Muneeza Woreda, Arsi Zone, Oromia”. This programme, implemented by local non-governmental organisations (NGOs), addresses the challenges to female education with a particular focus on abduction and family imposed migration of school-aged girls. Complementarity is foreseen with such programmes particularly in the areas of awareness raising initiatives on labour migration, trafficking-associated risks and promotion of gender equality in rural areas.

The action will also be complementary with the planned awareness-raising campaign for Eritrean and Somali refugees in Ethiopia, financed under the Annual Work Programme 2014 of the Asylum, Migration and Integration Fund (AMIF) and to be implemented by UNHCR.
2.5 **Donor coordination**

There is no regular migration coordination forum between EU Member States, but migration is discussed at Deputy/Head of Mission meetings whenever there are new developments of significance. During a mission of the EU's Directorate General for Home Affairs (DG Home) to Ethiopia in May 2014, the possibility of launching a bilateral dialogue between the EU and Ethiopia in the field of Migration and Mobility in the framework of the Global Approach to Migration and Mobility (GAMM) was discussed. Where relevant, the action will also be coordinated with the ACP-EU dialogue on migration and development, the Africa-EU Migration and Mobility Dialogue (MMD) and the Horn of Africa Migration Route Initiative (HoAMRI) about to be launched.

Through participation in the Technical Working Group (TWG), which usually meets on a monthly basis, the action will be coordinated with other migration-related projects. The TWG is chaired by MoLSA and its members have until now included ILO, International Organisation for Migration (IOM), UN Office on Drugs and Crime (UNODC), UN WOMEN, Ethiopian Employers Federation, Confederation of Ethiopian Trade Union and a number of Government institutions and it has recently been agreed that the EU will become a member of the TWG.

3. **Detailed Description**

3.1. **Objectives**

The **overall objective of the project** is to improve the management of labour migration in Ethiopia.

The project consists of three components with the following **specific objectives**:

1. to improve the reintegration system and assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups.
2. to improve access to legal migration through enhanced capacity of relevant government institutions.
3. to sensitise communities with historically large numbers of migrants, enabling them to take informed decisions about migration, including awareness and prevention of irregular migration and trafficking in human beings.

3.2. **Expected results and main activities**

The action will directly assist around 50,000 people including returnees, victims of trafficking, potential migrants, migrants and their families and local vulnerable community members including unemployed youth. Indirect beneficiaries are estimated to be around 1.5 million people. The various forms of assistance to returnees are primarily geared towards their full recovery and successful economic and social reintegration. The services will include counselling, health care, legal assistance, access to education for them and their children, jobplacements, skills and entrepreneurship training, and microfinance services. Particular attention will be given to women and girls. As families and communities play a crucial role in the migration and reintegration process, activities will be conducted to educate them on migration and help them understand the dynamics of migration and return migration, with particular focus on those at risk of exploitation and trafficking. Such activities will include...
family re-orientation, community networking and awareness raising programmes. As female migrants are particularly vulnerable, the activities will include specific actions targeting women. Based upon needs, the action will support development of further policy and legal frameworks which will facilitate safe and legal migration and safe return for migrants, including vulnerable groups such as women. The action will ensure that a relevant structure is in place to better facilitate regular labour migration to make it the preferred option. Furthermore, the action will assist in creating the necessary awareness to help potential migrants make informed decision about migration. The direct assistance component of the action (Objective 1) will be implemented through partnerships with selected service providers in Ethiopia. Currently, many service providers find it very challenging to provide the required support for returnees and potential migrants. Thus, the action will aim to support those service providers through systematic capacity building so as to enable them to provide effective and coordinated services to migrants and returnees.

The results of a recent Profiling and Needs Assessment of returnees⁹ will better inform the intervention area Objective 1, as it will produce more precise data and clearly determine the needs of the returnees. In addition, the Market Research currently in the pipeline will help identify different economic opportunities available in the localities where the action will be implemented so as to ensure that the returnees are involved in viable businesses which determine sustainability and success.

**Objective 1: to improve the reintegration system and assistance to Ethiopian migrants through a holistic and coherent economic and social empowerment approach, with a particular focus on vulnerable groups.**

Result 1.1: Returnees have been provided with needs-appropriate social support

**Main Indicator:** 3,000 vulnerable returnees have been referred to appropriate services (i.e. facilitate access to shelter, schooling, food, medical services and psycho-social counselling)

1.1.1: Support institutions such as MoLSA (Ministry of Labour and Social Affairs), Ministry of Women, Children and Youth Affairs (MoWCYA), Ministry of Justice (MoJ) and appropriate non-state actors in providing individualised assistance to returned migrants including effective referral services focusing among others on temporary shelter, food, schooling, medical services, psycho-social counselling and livelihood opportunities, with a particular attention to women and girls and unaccompanied minors.

1.1.2: Support institutions such as MoLSA and Bureaus of Labour and Social Affairs (BoLSAs) in providing opportunities for returned migrants to meet with others who have had similar experiences so as to help each other in the readjustment and reintegration process. Specific opportunities will be provided for women.

Result 1.2 Training programmes that meet local economic opportunities have been designed and delivered to 27,000 returnees and local vulnerable community members

**Main Indicator:** 27,000 returnees and local vulnerable community members have acquired knowledge on technical and/or financial skills and/or business development services (BDS)

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1.2.1: Support institutions such as BoLSAs, Federal and Regional Micro and Small Enterprises Development Agency (F/REMSEDA) and appropriate non-state actors which have a comparative advantage in providing career counselling and occupational guidance to returnees to assist them in deciding what economic reintegration opportunities they wish to pursue. Special focus on migrants returning empty-handedly who need economic support in order to be reaccepted by their families. Migrant profiling will be undertaken, taking into account their existing skills, knowledge, resources, interests and attitudes. On the basis of these processes, an economic reintegration plan will be developed by the returnees with close assistance and guidance from service providers. In addition, coaching/mentoring will be provided to the micro-enterprises established throughout the programme's life span. As women face specific difficulties in reintegrating into their community and family, they will be targeted through specific actions. Similarly, profiling of local vulnerable community members will be undertaken and career counselling, guidance and support will be given to help improve their economic livelihood.

1.2.2: Support institutions such as Technical and Vocational Education and Training (TVET) institutes, F/REMSEDA and appropriate non-state actors in providing skills and/or livelihood training programmes. Guided by the individual economic reintegration plan, the target beneficiaries will be enrolled in a training programme of their choice, either to upgrade their skills for potential employment or to engage in other livelihood opportunities. The programme will tap into existing government and private training institutions. In order to overcome burdens faced by women related to household work and child care, the trainings will be adapted to facilitate female enrolment.

**Result 1.3: Returnees and local vulnerable community members have been provided with long-term socio-economic reintegration support**

**Main Indicators:** 27,000 returnees and local vulnerable community members have received access to finance and gainful employment

1.3.1: Support institutions such as F/ReMSEDA and financial institutions in facilitating access to finance for returnees and local vulnerable community members through linkages with micro-finance institutions (MFIs), insurers and Savings and Credit Cooperatives (SACCOs), organising the beneficiaries into cooperatives and collaborating with cooperative regional bureaus, non-state actors and women's organisations that are relevant for financial access. Beneficiaries who opt to engage in business or entrepreneurship will be supported to access finance through MFIs and/or cooperatives. Women in particular will be encouraged to access finance.

1.3.2.: Support institutions such as Ministry of Labour and Social Affairs (MoLSA) and Bureaus of Labour and Social Affairs (BoLSAs) and other state actors in providing working space and equipment for beneficiaries. Where the government cannot provide necessary services the programme will assist by renting houses or putting up working space/sheds and buying equipment. Women's specific needs will be considered.

1.3.3: Support institutions such as MoLSA, BoLSAs, the Ethiopian Employers Federation (EEF) and Chamber of Commerce in ensuring referrals to job-placement services. For those who opt for employment opportunities, referral services to job placements will be facilitated. The programme will benefit from existing coordination mechanisms available with
employers’ and workers’ organisations as well as with the private sector in Ethiopia. Women will be specifically targeted.

**Objective 2: to improve access to legal migration through enhanced capacity of relevant government institutions.**

**Result 2.1: Institutional mechanisms are established and/or strengthened and stakeholder’s capacity is improved on management of labour migration**

**Main Indicator:** 60% increase in regional access to application process for legal migration

2.1.1: Ministry of Labour and Social Affairs to provide gender-disaggregated baseline data including estimates on the number of migrants, forced and voluntary returnees and existing practices in the area of migration, return and reintegration. Furthermore existing research on practices in Ethiopia will be compiled in order to identify good existing practices.

2.1.2: Ministry of Labour and Social Affairs to undertake and use research on migration, return and reintegration in Ethiopia, Middle East and Southern Africa. Close the huge gap in qualitative and quantitative research on the different aspects of migration such as migration and its contribution to development; migration and health issues etc. This action will contribute to creating a knowledge base on migration and on Ethiopian migrants including identifying lessons learnt, best practices and gaps.

2.1.3: Capacity building of relevant institutions that are directly involved in managing migration and trafficking. Identify capacity building needs of the structure for overseas employment, MoLSA and other relevant institutions and provide the necessary (material and technical) support, especially for decentralisation of services to regional level.

2.1.4: Strengthen MoFA's capacities for negotiating and managing rights-based bilateral labour agreements with key countries.

**Result 2.2: Migrants have received adequate training and information before departure, while in destination country and upon return**

**Main Indicator:** 5 000 migrant workers trained and adequately prepared prior to departure

2.2.1: Support institutions in capacitating regional governments to provide decentralised, efficient and coordinated migration services. This will entail providing assistance in decentralising the migration process by empowering regional and local offices to take on their respective responsibilities currently provided by the Federal Government and give them a more functional role. Increase the capacity of regional governments to deal with migration. Assist Private Employment Agencies in implementation of the revised Proclamation 632/2009 for overseas labour migration.

2.2.2: Assist MoFA in designing and providing a training module for labour attachés. Build capacities of labour attachés to be posted in embassies/labour wings of countries where there
are significant numbers of Ethiopian migrants, including a module on specific challenges and needs of women.

2.2.3: Provide pre-departure orientation and skills training for migrants. This programme will work closely with governmental and non-governmental institutions to provide relevant training (skills, labour rights, remittances management) for migrants and potential migrants. Particular attention will be given to women.

2.2.4: Support institutions such as MoFA, Ethiopian communities, Private Employment Agencies and NGOs in destination countries in ensuring adequate conditions for migrants in line with Proclamation 632/2009 for overseas labour migration and the relevant bilateral labour agreement, and in organising repatriation of migrants who are exposed to labour and sexual exploitation, including victims of trafficking in specific cases.

Objective 3: to sensitise communities with historically large numbers of migrants, enabling them to take informed decisions about migration, including legal migration, awareness and prevention of irregular migration and human trafficking.

Result 3.1: Awareness and attitudes towards migration and trafficking among potential migrants and local communities have been improved

Main Indicator: 60% increase from the current status in knowledge about irregular migration and trafficking within the targeted communities

3.1.1: Support relevant institutions and the media in the production and regular broadcast of TV spots, radio programmes and articles in print media on migration themes to be disseminated to the widest possible audience. This will help to raise awareness on the realities and challenges of regular and irregular migration and reduce stigma and discrimination against returnees.

3.1.2: Support institutions such as the Interreligious Council of Ethiopia, women's/youth associations and other relevant stakeholders in the dissemination of information material and awareness toolkits and conducting training/awareness activities on safe migration and risks and dangers associated with irregular migration and trafficking. Use existing tools already developed by IOM and others and translate them into local/regional languages, customised to the needs of different target groups.

3.1.3: Support institutions such as women/youth associations and other relevant stakeholders in conducting Training of Trainers (TOT) on Community Conversation (CC) to relevant government staff, woreda level anti trafficking committees, community leaders, elders, school and media representatives, women and youth associations leaders, etc. in selected cities. This will be achieved by organising CCs for local communities. Returnees will provide testimonies on challenges and dangers experienced during the journey.

Result 3.2: Awareness and attitudes towards migration and trafficking among key stakeholders have improved
Main Indicator: 60% increase from the current status in the number of target group (key stakeholders) who have improved knowledge on migration and trafficking

3.2.1: Support selected workers and employers organisations including the Ethiopian private sector to address and to extend knowledge on labour exploitation and trafficking of migrant workers.

3.2.2: Support institutions such as the Interreligious Council of Ethiopia in capacity building of religious and community leaders. This is instrumental as Ethiopia is very much a religious country. Religious and community leaders can play a crucial role in the fight against human trafficking.

3.2.3: Assist relevant institutions in conducting training/awareness raising activities on safe migration. Key stakeholders need to understand the advantages and disadvantages of migration in order to be able to make informed policy decisions. Activities could include panel discussions.

3.3. Risks and assumptions

The success of the action depends to a large extent on the continued commitment of the Government of Ethiopia to adopt and implement the revised Proclamation 632/2009 for overseas labour migration and to establish a new agency for overseas labour migration. Delay in the adoption and implementation of the revised Proclamation and establishment of the new agency, and a consequent delay in lifting the current ban on unskilled labour migration to the Middle East and Sudan can increase the risk of irregular migration and re-migration. The Government of Ethiopia is working hard to resolve the bottlenecks related to migration and has officially declared that the ban is temporary. A fourth draft of the revised Proclamation has already been circulated among the concerned government entities and there are promising signs that further progress will be made soon. In this regard, it is expected that the revised draft will be shared in the near future within a wider range of stakeholders in order to incorporate valuable inputs prior to its finalisation. The financial support and technical assistance provided under this action as well as the proposed EU-Government of Ethiopia Common Agenda on Migration and Mobility dialogue are expected to promote continued commitment of the Government of Ethiopia for adoption and implementation of the revised Proclamation for overseas labour migration.

At the same time, it has been remarked by several stakeholders that there are risks of social tensions and increased recourse to irregular forms of migration by the primary beneficiaries of the action (returnees from Saudi Arabia) if substantial activities for their reintegration and social and economic empowerment, in addition to those carried out on an emergency basis by the government and other stakeholders in the immediacy of the crisis, are not initiated at an early date. Hence the urgency to set in motion specific activities such as those provided through frontloading by ILO and retroactive financing of Objective 1 in the proposed action, to provide a more substantial and sustainable response to the problems identified.

Reintegration programmes providing economic and social alternatives need to be able to compete with informal brokers and recruiters who target vulnerable populations with offers of quick-fix employment. Further, income from alternative employment schemes may not immediately be satisfactory for returnees who may have had, despite their negative experiences, relatively higher incomes compared to earnings at home. These programmes
must also make sure that they provide confidential help and assistance to returnees, to ensure their cooperation and trust. The new legal and institutional framework should help make legal migration more accessible and affordable and thus provide a real alternative to irregular migration. The awareness raising component of the action will inform potential migrants of the risks related to migration through informal brokers/traffickers.

3.4. Cross-cutting issues

Migration touches upon a number of cross-cutting issues, especially in a development context. The range of activities to be organised will partly address issues related to human rights (rights of migrants, trafficking in human beings), gender equality, child labour and youth employment through its special focus on female migrants, unaccompanied minors and other vulnerable groups. The activities will also address issues related to the possible impact of climate change on migration flows.

3.5. Stakeholders

The ILO will implement Objective 1 of this action. In order to provide guidance on policy and project priorities, a Project Steering Committee (PSC) will be established. The PSC is expected to meet in regular sessions four times a year to coincide with the quarterly project review. The last meeting of the PSC will also endorse the final evaluation report of the project. The PSC will have the following members: MoLSA (chair), MoFA, Ministry of Finance and Economic Development (National Authorising Officer (NAO), the Technical and Vocational Education and Training Agency (TVET) of the Ministry of Education (MoE), National Anti – Trafficking Council, the Federal Police, Ministry of Justice, Ministry of Women, Children and Youth Affairs, the EU Delegation and the ILO. Final composition of the PSC, finalisation of the Terms of Reference, as well as the outlook of other coordination mechanisms will take place during the planned inception phase of the project (three months).

The Ministry of Labour and Social Affairs (MoLSA) is the government institution mandated to manage social and labour affairs, including labour migration. MoLSA will be the primary partner of Objective 1, and will be the implementing agency of the indirect management component with the Ministry of Finance and Economic Development as National Authorising Officer (Objectives 2 & 3).

The Ministry of Foreign Affairs (MoFA) is mandated to coordinate all relations between government institutions (including MoLSA) and foreign states and international organisations. The role and involvement of MoFA in implementing this action will be to ensure that the interests and rights of Ethiopians abroad are protected, and to handle all issues related to migrant workers that require diplomatic communication with destination countries, through Ethiopian diplomatic missions abroad. In addition, MoFA's roles will be to facilitate bilateral agreements between Ethiopia and destination countries and capacity building of staff abroad, especially labour attachés.

Other government institutions involved in the action will be:

The Prime Minister Office, as the coordinator and chair of the National Anti-Human Trafficking Council (NAHTC)/Taskforce, shall be a major partner for Objective 3 on awareness raising and reducing irregular migration.
The TVET Agency under the Ministry of Education (MoE) plays an important role in enhancing the skill levels of Ethiopian citizens, including potential labour migrants. TVET is crucial in the implementation of Objectives 1 and 2 to provide skills to returnees to better access employment or initiate businesses as well as to potential migrants to enhance their skills to be better equipped for their employment abroad.

The Federal & Regional Micro and Small Enterprises Development Agency (F/ReMSEDA), who will facilitate economic reintegration for returnees under Objective 1, and the Security, Immigration and Refugee Affairs Authority and Federal Police for which capacity building under Objective 2 is envisaged. Micro Finance Institutions will also be involved in Objective 1 to provide access to finance.

NGOs may be involved in providing direct support to returnees and in awareness raising activities. They shall facilitate the social and economic reintegration of returnees through provision of, or referral to, appropriate services, in coordination with partner organisations and networks.

Private Employment Agencies will be supported in implementing the revised Proclamation 632/2009 for overseas labour migration, both within Ethiopia and in destination countries.

Extensive stakeholder analyses have been conducted at various levels in connection with the proposed action: a) during the project identification phase; b) in the course of an EU thematic support mission conducted by the EU’s Directorate General Development and Cooperation - EuropeAid (DEVCO) B3 Unit responsible for Employment, Social Inclusion and Migration; c) as part of the continuous problem analysis carried out by ILO on the reintegration of targeted returnees and d) in connection with the preparation of this Action document.

The main target groups and final beneficiaries of the action will be (1) returnees from the Kingdom of Saudi Arabia who need to be reintegrated through appropriate socio-economic empowerment measures; (2) potential migrants; and (3) government institutions. Particular attention will be paid to vulnerable groups within the large returnee population, including women, youth, victims of abuse and mistreatment etc. Vulnerability within the local communities will also be taken into consideration in order to extend project services, where relevant, beyond the returnee category. For Objective 2, government institutions will be specifically targeted and for Objective 3, final beneficiaries will include several categories of potential migrants (for whom migration is considered in the near or more distant future) who must be appropriately reached in order to disseminate awareness and correct information about migration, thus enabling them to take informed decisions.

4. Implementation Issues

4.1 Financing agreement

In order to implement this action, it is foreseen to conclude a Financing Agreement with the partner country, referred to in Article 17 of Annex IV to the Cotonou Agreement.

4.2 Indicative operational implementation period

The indicative operational implementation period of this action during which the activities described in sections 3.2 and 4.3 will be carried out, is 48 months from the date of signature.
of the Financing Agreement or where none is concluded, form the adoption of this Action Document, subject to modifications to be agreed by the responsible authorising officer in the relevant agreements. The relevant Committee shall be informed of the extension of the operational implementation period within one month of that extension being granted.

4.3 Implementation components and modules

4.3.1 Indirect management with the ILO.

Objective 1 of this action may be implemented in indirect management with the International Labour Organisation (ILO) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because of ILO specific expertise in labour migration, reintegration of returnees and relevant experience in working with the Government of Ethiopia on these issues. The possibility of ILO frontloading of funds to immediately engage in necessary reintegration activities is another reason for choosing to work through this modality and with this partner.

The entrusted entity may take the lead in the implementation of Objective 1 in agreement with the Ministry of Labour and Social Affairs. For this purpose, a Memorandum of Understanding will be signed between MoLSA and the ILO. For the implementation, ILO enters into specific contracts with relevant authorities and civil society organisations for specific operations/activities leading to the attainment of the project objectives.

The UN agencies are currently undergoing the ex-ante assessment in accordance with Article 61(1) of Regulation (EU, Euratom) No 966/2012, applicable by virtue of Article 17 of the Annex to Regulation (EU) No 567/2014. The responsible authorising officer deems that, based on a preliminary evaluation and on the long-standing and problem-free cooperation with these entities, they can be entrusted with budget-implementation tasks under indirect management.

The Commission authorises that the costs incurred by the ILO may be recognised as eligible as of 15 August 2014 due to the urgency of reintegrationing the returnees into the labour market as soon as possible.

4.3.2 Indirect management with the Federal Democratic Republic of Ethiopia as the contracting authority

Objectives 2 & 3 of this action with the objective of improving the management of labour migration in Ethiopia may be implemented in indirect management with the Federal Democratic Republic of Ethiopia (Ministry of Finance and Economic Development as National Authorising Officer and Ministry of Labour and Social Affairs as Implementing Agency) in accordance with Article 58(1)(c)(i) of the Regulation (EU, Euratom) No 966/2012 according to the following modalities:

The partner country will act as the contracting authority for the procurement and grant procedures. The Commission will control ex ante all the procurement procedures except in cases where programme estimates are applied, under which the Commission applies ex ante control for procurement contracts above EUR 50,000 and may apply ex post control for procurement contracts up to EUR 50,000. The Commission will control ex ante the contracting procedures for all grant contracts.
Payments are executed by the Commission except in cases where programmes estimates are applied, under which payments are executed by the partner country for direct labour and contracts up to the ceilings indicated in the table below.

<table>
<thead>
<tr>
<th>Works</th>
<th>Supplies</th>
<th>Services</th>
<th>Grants</th>
</tr>
</thead>
<tbody>
<tr>
<td>EUR &lt; 300,000</td>
<td>EUR &lt; 300,000</td>
<td>EUR &lt; 300,000</td>
<td>EUR ≤ 100,000</td>
</tr>
</tbody>
</table>

The financial contribution partially covers, for an amount of approximately EUR 100,000 the ordinary operating costs incurred under the programme estimates.

In accordance with Article 262(3) of Delegated Regulation (EU) No 1268/2012, the partner country shall apply procurement rules of Chapter 3 of Title IV of Part Two of Regulation (EU, Euratom) No 966/2012. These rules, as well as rules on grant procedures in accordance with Article 193 of Regulation (EU, Euratom) No 966/2012, will be laid down in the financing agreement concluded with the Federal Democratic Republic of Ethiopia.

In the light of the Aid Effectiveness agenda, the project will be steered by the relevant Government of Ethiopia (Government of Ethiopia) authorities in particular the Ministry of Labour and Social Services and the Ministry of Finance and Economic Development. Objective 2 and 3 will be implemented through a Financing Agreement with the Government of Ethiopia, which foresees also technical assistance. As objective 1 is concerned, in order to ensure that the principles of ownership and alignment are respected, the ILO will implement Objective 1 in agreement with and continuous involvement of the Government of Ethiopia (see for instance the role of the PSC in section 3.5 above). In implementing Objective 1, the ILO may provide technical assistance to the relevant institutions of the Government of Ethiopia (e.g. MoLSA, MoJ, BoLSAs) to improve Ethiopia's reintegration system and assistance to Ethiopian migrants (see section 3.2 above).

4.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grand award procedures and in terms of origin of supplies purchased as established in the basic act shall apply.
4.5 Indicative budget

The total project cost is estimated at EUR 10 000 000 drawn from the Bridging Facility.

<table>
<thead>
<tr>
<th>Module</th>
<th>Amount in EUR</th>
<th>Third party contribution (indicative, where known)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective 1:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.3.1. – Indirect management with the International Labour Organisation (ILO)</td>
<td>5 000 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Objectives 2 &amp; 3:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4.3.2 Indirect management the Federal Democratic Republic of Ethiopia[^10] (of which 1,000,000 € will cover a service contract for the Technical Assistance Team for Objectives 2 &amp; 3)</td>
<td>4 500 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>4.7. – Evaluation and audit</td>
<td>140 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>4.8. – Communication and visibility</td>
<td>60 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Contingencies</td>
<td>300 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Totals</td>
<td>10 000 000</td>
<td>N.A.</td>
</tr>
</tbody>
</table>

[^10]: To be implemented through Programme Estimates and Grants.

4.6 Performance monitoring

Day-to-day technical and financial monitoring will be a continuous process and part of the beneficiaries (International Labour Organisation and Ministry of Labour and Social Affairs) responsibilities. A monitoring plan and framework will be developed during the inception phase and submitted to the Project Steering Committee for approval. The plan will be discussed at regular meetings between key stakeholders. The entrusted entities shall use a permanent internal, technical and financial monitoring system for the project.

For Objectives 2 & 3, a Technical Assistance Team will assist Ministry of Labour and Social Affairs in setting up and implementing a performance monitoring system.

4.7 Evaluation and audit

A mid-term evaluation and a final evaluation will be carried out by independent external evaluators. Corresponding service contracts will be launched directly by the entrusted entities in consultation with the NAO and the European Union. Indicators referred to above for the measurement of progress will also be used for evaluation purposes. Audit and internal control
of management operations will be conducted by the entrusted entities in line with their procedures for internal and external auditing and financial verification.

<table>
<thead>
<tr>
<th>Subject in generic terms, if possible</th>
<th>Type (works, supplies, services)</th>
<th>Indicative number of contracts</th>
<th>Indicative trimester of launch of the procedure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mid-term evaluation</td>
<td>Service</td>
<td>1</td>
<td>First trimester of 2017</td>
</tr>
<tr>
<td>Final evaluation</td>
<td>Service</td>
<td>1</td>
<td>Second trimester of 2019</td>
</tr>
</tbody>
</table>

### 4.8 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on two specific Communication and Visibility Plans for the action, to be elaborated before the start of implementation and supported with the budget indicated in section 4.5 above.

The measures shall be implemented either (a) by the Commission, and/or (b) by the partner country, contractors, grant beneficiaries and entrusted entities. Appropriate contractual obligations shall be included in, respectively, financing agreements, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plans of the action and the appropriate contractual obligations.

The Plan may include the organisation of an official launch event for the action. Particular attention to EU visibility aspects will be given in connection with the promotion of the action at conferences, seminars and similar events and all such activities shall be conducted in close collaboration with the Delegation of the European Union.

<table>
<thead>
<tr>
<th>Subject in generic terms, if possible</th>
<th>Type (works, supplies, services)</th>
<th>Indicative number of contracts</th>
<th>Indicative trimester of launch of the procedure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective 2 &amp; 3</td>
<td>Service</td>
<td>1</td>
<td>First trimester of 2016</td>
</tr>
<tr>
<td>Communication and Visibility Plan and visibility materials</td>
<td>Service</td>
<td>1</td>
<td>First trimester of 2016</td>
</tr>
</tbody>
</table>