COMPREHENSIVE ASSESSMENT OF THE STATE OF LABOUR MARKET AND MIGRATION INFORMATION SYSTEM IN ETHIOPIA

▶ COMPREHENSIVE ASSESSMENT OF THE STATE OF LABOUR MARKET AND MIGRATION INFORMATION SYSTEM IN ETHIOPIA

in collaboration with:

Better
Regional
Migration
Management

UKaid
from the British people

Submitted to:

ILO Country Office For Djibouti, Ethiopia, Somalia, South Sudan, and Sudan

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CAPI	Computer-Assisted Personal Interviews
CSC	Civil Service Commission
ECC	Ethiopian Chambers of Commerce
EDQAF	Ethiopian Data Quality Assurance Framework
EEEF	Employers Confederation
EIC	Ethiopian Investment Commission
ESS	Ethiopian Statistics Service
FDI	Foreign Direct Investment
GOE	The Government of Ethiopia
I/NGOs	International non-governmental organisation
ICLS	International conference of labour statisticians
IDP	Internally displaced person
IGAD	Intergovernmental Authority on Development
ILO	International Labour Office
JCC	Jobs Creation Commission
JEDI	Jobs Enablement and Data Interoperability
LDC	Least Developed Countries
LMIS	Labour market information system
LMMIS	Labour market and migration information system
MOA	Ministry of Agriculture
MOE	Ministry of Education
MOF	Ministry of Finance
MOFA	Ministry of Foreign Affairs

MOFA	Ministry of Foreign Affairs
MOJ	Ministry of Justice
MOLS	Ministry of Labour and skills
MoPD	Ministry of Planning and Development
MOTR	Ministry of Trade and Regional Integration
MOWSA	Ministry of Women and Social Affairs
MSME	Micro, Small and Medium Enterprises
NBE	National Bank of Ethiopia
NGO	Non-Governmental Organisation
NSPP	National Social Protection Project
PCO	Programme Coordination Office
UJCFSA	Urban Job Creation Food Security Agency
UPSNJP	Urban Poverty Social Net and Jobs Programme

▶ Foreword

Ethiopia, neighboring five countries, is a source, transit and destination country for international migrants. There has been a steady growth in the number of Ethiopians who migrate to the Middle East and Gulf Cooperation Council Countries to seek employment. At the same time, Ethiopia is known to be a destination for migrants, mainly refugees. Hence, this calls for comprehensive information about the volume of the labour migration flows, as well as the characteristics of labour migrants to have clearer sense of the dynamics in the country and to inform the development of evidenced-based labour migration policies.

A Labour Market and Migration Information System (LMMIS) provides policy makers with up-to-date and forward-looking information for the formulation and monitoring of policies and actions that have an impact on the workforce and the labour market. It also acts as a system of alerts about possible gaps between labour supply and demand, thus it informs training institutions of unmet training needs.

With this in mind, the ILO Country Office for Ethiopia, Djibouti, Somalia, Sudan and South Sudan, and for the Special Representative to the AU and the ECA, through its "Better Regional Migration Management" project financed by the United Kingdom's Foreign, Commonwealth and Development Office (FCDO) carried out a comprehensive assessment on the state of Labour Market and Migration Information System in Ethiopia. The assessment provided an overview of existing and available labour market and migration related data collection and analysis frameworks, systems and structures in Ethiopia, identified the strengths and weaknesses of existing labour market and migration related data collection and processing systems, and the specific data requirements to develop labour migration policies that are evidence-based and gender sensitive and that reflect real labour market needs.

This assessment identified some of the critical gaps, which includes limited technical capacity, inadequate and/or weak technology infrastructure and technical capacity, lack of a user-friendly dissemination system as well as poor coordination between the different data producers. The assessment further recommended strengthening the partnerships and integration between government ministries and international organizations, focusing on enhancing the sharing of data, standards and methodologies, and enhancing technical and financial capacities, paying particular attention to international standards and approaches in relation to data capturing and management.

These findings provide a vital foundation for the Government of Ethiopia, especially the Ministry of Labour and Skills, for consolidating efforts towards the development of Labour Market and Migration Information System (LMMIS) in Ethiopia. This will in turn contribute to the generation of better statistics to inform the management of migration to and from Ethiopia.
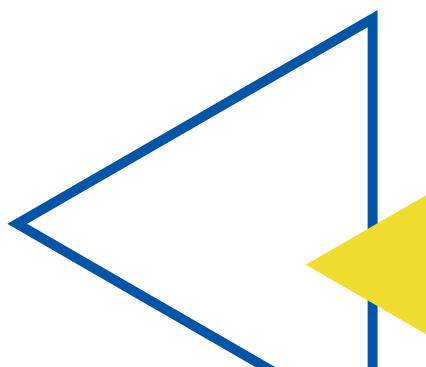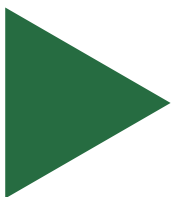
On this note, I wish you excellent reading and take this opportunity to extend my gratitude and appreciation to institutions that provided valuable information used for compilation of this report. I would also like to thank the consulting firm Triangle and the consultants that have worked on this report. My appreciation also goes to the Foreign, Commonwealth and Development Office of the United Kingdom for funding the Better Regional Migration Management, through which this comprehensive assessment was conducted.

Alexio Musindo
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Somalia, Sudan and South Sudan & Special
Representative to the AU and the UNECA

▶ Executive summary

Background

Ethiopia holds the second largest population in Africa with a rapidly growing workforce which, until recently, has helped produce consistent economic growth.

However, despite the large youth population available for work, labour market frictions and skills mismatch have restricted productivity. The Government of Ethiopia (GoE) has recognised that an employment-centric approach to its macro-policies is essential to realising growth, particularly considering recent conflict and the global pandemic which have increased existing vulnerabilities.

Given its position in the Horn of Africa, Ethiopia continues to grow as a migration corridor and a settlement from those in neighbouring countries. International and internal labour migration, fuelled by labour market push and pull factors and other socioeconomic factors, have increased as a recent phenomenon.

In this context, having timely, valid, reliable, and comparable labour statistics is crucial to inform project and policy formulation, implementation and evaluation, labour market research and goal setting, monitoring and assessing progress toward decent work goals and targets. Labour statistics play an essential role in the efforts of the country to achieve decent work for all.

Like most countries in Africa, however, Ethiopia faces challenges with consistently and systematically collecting, managing, disseminating, and operationalising data related to labour and labour migration. Considering this, Ethiopia has shown significant interest in improving its mechanisms and approaches in collecting labour and labour migration related information in order to develop policies that are evidence-based, age, gender, and inclusivity conscious, and that reflect the realities of the country's labour market needs.

The current Ethiopian labour market and labour migration information is fragmented and inefficient, often hindering rather than facilitating employment relationships and job creation.

Therefore, the International Labour Organisation––via its United Kingdom Foreign Commonwealth & Development Office (FCDO) funded project "Better Regional Migration Management" ––aims to support the Ethiopian government in establishing a labour market and migration information system (LMMIS) and ensuring that labour and labour migration data is mainstreamed into its labour market information system. In order to provide the necessary support, a comprehensive assessment on the state of LMMIS in Ethiopia is necessary. To this end, the ILO country Office for Djibouti, Ethiopia, Sudan, South Sudan and Somalia has commissioned this assessment on the current state of Ethiopia's LMMIS.

Project objectives and scope

The specific objectives of this study pertain to Ethiopian labour and migration statistics, and are to:

1. Provide an overview of existing and available labour market and migration related data collection and analysis frameworks, systems and structures in Ethiopia

2. Improve the overall understanding of the strengths and weaknesses of existing labour market and migration related data collection and processing systems and mechanisms in Ethiopia;

3. Map existing official and non-official sources on labour market and migration related data;

4. Identify key actors engaged in labour market and migration data collection in Ethiopia;

5. Identify challenges related to harmonisation of information related to the national labour market and migration;

6. Identify challenges related to coordinating different information sources related to labour market and migration;

The scope of the study has been limited to the key and most relevant institutions involved in labour market and labour migration data production and dissemination, which would include the main statistical sources and select institutions and organisations with administrative sources that could be used for statistical purposes. Methodological and analysis frameworks were developed using for the framework on the measurement of decent work, which includes the 10 substantive elements closely linked to the four pillars of the decent work agenda[1], and for labour migration the 20th International Conference of Labour Statisticians guidelines concerning labour migration (2018, ILO)[2], as standards of reference.

Selected Findings

The government of Ethiopia has in recent years put in place programmes to restructure its approach to the collection, management and dissemination of information related to the labour market and labour migration. For example, last year, Proclamation No. 1263/2021 established a range of new responsibilities and roles for data collection and management related to labour and labour migration. After the passage of the Proclamation, the newly-formed Ministry of Labour and Skills, was made responsible for establishing a national labour sector information system and operationalising a national labour market information system as well as managing job seekers' data. This was aimed at improving the quality and utility of labour and labour migration policies based on timely data.

As such, in close cooperation with the Ethiopian Ministry of Labour and Skills (MoLS) and the Ethiopian Statistical Service (ESS), and using the ILO's "Quick Guide on sources and uses of labour statistics", this assessment was able to identify key stakeholders relevant to the labour market and labour migration information systems, including those specifically mandated by the government's restructuring proclamation.

The main actor, the Ministry of Labour and Skills (MoLS), is in the process of developing an integrated LMMIS (Labour market and migration information system) that will provide timely data by region and district for labour demand and labour supply, which should help improve policy making. As it stands, the

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1 2013, ILO. Decent work indicators: guidelines for producers and users of statistical and legal framework indicators: ILO manual: second version / International Labour Office. - Geneva: ILO, 2013

2 2018, ILO. ICLS/20/2018/Guidelines, Geneva. Accessible at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648922.pdf

ministry manages labour market information and labour migration information separately, and it will have to ensure its current efforts integrate the two seamlessly.

The backbone of this effort lies in the work that the previous Jobs Creation Commission had undertaken. Following its inception, the Jobs Creation Commission was tasked with mapping out labour market data producers and creating a beta version of the country's first Labour Market Information System (LMIS)[3]. This task was carried out in order to harmonise job seeker data collection across the country and create an information system that could effectively inform Ethiopia's labour project.

Then, in 2020, the Commission signed a partnership agreement with Zenysis Technologies Inc., a silicon valley firm, to further develop and roll out the country's National LMIS within a six-month period, carrying forward the work the Commission had already started. The platform was structured so that raw data from government, private sector, and NGOs is fed into a centralised system and Zenysis then provides analysis based on a predetermined set of indicators. A significant amount of data is aggregated directly from the previous Commission's mobile app, Ethioworks, which was rolled out at the beginning of 2020 across 121 woreda One-Stop Service Centres to collect data on job seekers.

This platform, known as JEDI[4] (Jobs Enablement and Data Interoperability), has laid the foundations for a more comprehensive LMIS in Ethiopia, which did not include provisions for labour migration data. It was conceived to be a platform that could digitise and automate services for job seekers, employers, and employment agencies, but most importantly provide data in a digestible manner for the prime minister and other policy makers through customisable dashboards, as well as provide an avenue for labour market intelligence. A second phase, to expand it, started in May 2021 and its implementation is still ongoing. The expansion of the platform will integrate 18 additional data sources into the JEDI platform, including job creation reports, education data, and labour force and employment surveys. Presently under the current MoLS, the platform is designed to improve the programme monitoring and labour market analysis capabilities of the ministry and allow it to accelerate job creation.[5]

Concurrently, the MoLS still publishes an annual labour bulletin in hardcopy which consolidates data from the Ethiopian statistical Service (ESS), the ministry of education (MoE), Federal Civil Service Commission, and regional bureauxs. The bulletin is a remnant of the work of the previous Ministry of Labour and Social affairs (MOLSA) and includes information on various labour topics not included in the JEDI platform, for example figures on occupational injuries and industrial relations, as well as summary data of Ethiopian labour emigrants. There is no digital version available for dissemination to the public, and all data is received from other institutions for analysis purposes but not stored systematically. A similar document, only published once and titled "state of jobs", was produced by the previous Jobs Creation commission and is to date one of the most comprehensive labour market studies of demand, supply, and linkages in Ethiopia.

Meanwhile, the Ethiopian Statistical Service (ESS) remains the main statistical source of labour market and labour migration data. It runs household and establishment surveys that collect labour and migration information. The ESS is in the midst of creating an integrated MIS between itself and other ministries, although the system is lacking cross-ministry support or regular labour market information. The ESS has converted to an almost completely digital data collection, processing, and storage method. The organisation has sufficient tablets for each survey to be carried out using Computer-Assisted Personal Interviews (CAPI) using Cspro. The ESS is also in charge of implementing the Ethiopian Data Quality Assurance framework (EDQAF) designed to ensure the quality of data gathering, processing and output of governmental institutions. However, because of the inexistence of data sharing and access protocols

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3 https://lmis.jobscommission.gov.et/

4 https://jobscommission.gov.et/jobs-enablement-and-data-interoperability-jedi-platform-expands-to-help-accelerate-employment/

5 Jobs creation commission. Accessible at: https://jobscommission.gov.et/jobs-enablement-and-data-interoperability-jedi-platform-expands-to-help-accelerate-employment/

at government level, the ESS is not able to monitor the quality of data produced by other government agencies because its access to data from the latter remains restricted, and therefore is not able to implement the framework. Data inaccessibility and the lack of sharing mechanisms between various institutions remains one of the major hindrances in creating an effective and efficient labour market and labour migration information system, as well as in ensuring the harmonisation of definitions and concepts.

In addition to the above, the Ethiopian Investment Commission (EIC) has an LMIS for industrial parks. This system is relatively effective in matching the job demand of industrial parks to the labour supply from local areas. It is effectively an LMIS but on a small-scale that now needs to be upscaled. There is also an information system being set up for the GoE and World Bank's Urban Poverty Social Net and Jobs Programme (UPSNJP).

There are other information systems in various line ministries and government agencies that are being set up, or are already existent, which are important to the LMMIS. Notably, the Ministry of Education, the Ministry of Women and Social Affairs, and the Civil service commission have their own information systems from which an LMMIS could draw data. However, systems are not built with data sharing capabilities in mind, and without a data sharing protocol and data sharing mechanisms set up, drawing data from these systems has proven difficult. For example, the JEDI platform does not pull data it needs automatically from the Ministry of Education's information system, nor from the Ethiopian Investment commission. Data is instead supplied to the platform via CSV or excel tables by request and not on a regular basis. The MoLS has recently signed a memorandum of understanding with 5 key institutions to push forward data sharing in relation to the LMMIS, and will look to create a strategy to solve the aforementioned issues.

Labour migration data, for its part, is either found in the household surveys of the ESS, or is handled by the Ministry of Labour and Skills through a migration data portal handled internally, or by the immigration and citizenship service through its various data and information management systems. The MOLS holds mostly emigrant data, as it oversees the issuance of legal permits for Ethiopians seeking to work abroad. Unfortunately, the MOLS migration data portal went offline at the beginning of the pandemic for technical reasons and therefore information is still collected manually and then re-entered into excel at the MOLS. It is stored digitally, but is not accessible. Key informant interview undertaken for this report indicated that the migration portal is part and parcel of the MOLS' plans to create an integrated LMMIS.

The immigration and citizenship service collects data on migration and vital events.. It is the main source for flow statistics as it is tasked with the management of entry and exit information and border control. However, from informal informant interviews we were able to understand that the institution operates four completely unconnected systems, so the data is not stored in one central data hub. The institution does not have any internal procedures for data collection, sharing or protection. In fact, data is only shared with other government agencies on an ad hoc basis rather than through a data sharing protocol. In addition to the above, a large body of administrative data is collected, and could complement these systems with information that cannot be collected by other ministries. In particular, there is data from private employment agencies, from the public and private employees social security agencies, from trade unions and employers federations, and from various other sources. These registers are unfortunately often either of data collected manually and stored in paper form, or collected manually and then transferred on excel workbooks that are not stored in dedicated servers and have data quality issues that arise from input errors. Furthermore, the registers generally lack standard/harmonised variables, definitions or concepts,[6] and so cannot be used for the production of statistical data.

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6 Where there are standard definitions and concepts, there is a lack of harmonisation of the latters across registers, which makes comparability and use for statistical purposes difficult.

Recommendations

Although there have been movements towards creation of an LMMIS, these have been slow paced and there is still some way to go. The lack of coordination is one of the biggest challenges for producing an LMMIS in Ethiopia; as well as insufficient data production and capabilities. This study identified the following critical gaps:

1. **Need for more frequent data collection:** The frequency of standard surveys such are planned to be increased by the ESS. However, it is essential these surveys enable the socio-demographic profiling of the labour force, including identification of migrants, gender, age and disability which are essential for understanding and protecting vulnerable groups.

Recommendation: Given the fact that the new government's statistical governance plans foresee more surveys, significant capital investments will need to be made to ensure that the consistency and frequency of data collection and analysis reflects the needs that are laid out by policy makers for the job creation project. Budget lines both through government and INGOs need to be clearly defined and planned in advance. Technical capacities to manage the execution of the surveys will have to be augmented.

2. **Lack of indicators: "Missing indicators"** - Meanwhile, there are still large gaps where some indicators are not produced at all. There is still no skills gaps survey for Ethiopia, or surveys on time use, human trafficking, or street children. There is also particular lack of data collection on informal sector (albeit there are plans for a survey in the works), as well as vulnerable populations.

Recommendations: With plans being developed for more frequent data collection surveys, it is important that there are reviews of surveys currently conducted to explore whether other indicators or breakdowns can be incorporated. Developing these within the framework of multidimensional poverty measures and SDG statistical monitoring would be important.

3. **Harmonisation of definitions and concepts**

One of the key challenges in labour market analysis in Ethiopia is how to harmonise definitions and concepts across different administrative datasets. Currently, the situation on the ground is highly fragmented and neither national nor international definitions and standards are used consistently across administrative sources, hindering the ability of using these datasets for statistical purposes.

Recommendation: The MoLS and ESS have to work with the data providers themselves to ensure that the data are collected and coded in a consistent way. There is a particular need for advocating for extending the mandate of the ESS towards enforcing data quality management frameworks on various administrative institutions.

4. **Multiple LMIS formation results in inefficiencies:**

The Labour Market Information system is a complex information system. The recent restructuring has added complexity on mandates and data production and dissemination roles. Currently, the MoLS has the JEDI platform, data it collects from OSS on job creation, an "LMIS set-up" plan for which it signed a memorandum with ILO and other ministries, and the bulletin it publishes with labour market data analysis. This creates a duplication of effort and a lot of wasted resources.

Recommendation: Create synergy between the various moving parts, looking to integrate all of these into one structure, and effectively using the various data platforms/analyses mechanisms as the basis for developing a more comprehensive labour market information system that interfaces with other key institutions. It is important that both current MoLS leadership and International organisations such as the ILO and IOM push to support the integration of these systems without doing away with the existing JEDI platform and the relationships built by the ex-JCC with regional bearaux and other institutions.

5. Lack of standards or quality assurance procedures

Currently no metadata exists for ESS surveys, although it is currently in the process of being produced. There is significant missing statistical documentation and absence of a methodological and documentation strategy. There are also gaps in conducting methodological reviews and improvements; for example, the EQDAF was produced in 2011 and has failed to be properly implemented to ensure quality of surveys. The M&E process lacks rigour, with few field visits and lack of supervision by HQ experts.

Recommendation:

A review of the EQDAF is planned after the government restructuring, and this should be applied to **all** government ministries as well as the ESS itself.

Work should take place with close cooperation with the PDC and collaboration with stakeholder and sectors to prepare national (GTPs) and international development plans (SDGs, Agenda 2063) and indicator frameworks.

Coordination is needed between the preparation of metadata for national development plan indicators and available SDG-Indicators.

Photo: @Unsplash/Liz Martin

6. Lack of Data sharing protocols:

Because of the inexistence of data sharing and access protocols at government level, the ESS is not able to monitor the quality of data produced by other government agencies because its access to data from the latter remains restricted, and therefore is not able to implement the framework

Recommendation: The ESS should be given the mandate and authority to develop a data sharing protocol framework and work with government agencies to develop data sharing and access protocols that would allow the ESS to monitor data quality and ensure compliance with the framework. Such protocols would also enable the ESS to provide feedback to government agencies on the quality of their data, and help to ensure that data is harmonised across different institutions.

7. Technical capacity

Although technical capacity varies between institutions and levels of government, there is a general lack of knowledge and skill transfer between staff. This also applies to capacity building in data use and analysis for data users, providers, project makers and media. There are several issues when it comes to technical capacity of institutions:

a. There are in-house technical capacity shortcomings of staff that is not able to run and maintain IT information system platforms that are created.

b. There are data collection, storing and handling limitations. Often the staff that handle data collection registers are not well trained to understand the correct processes for collection and handling of data

c. There are subject matter expertise and analytical capacity limitations.

Recommendation:

A training and capacity building strategy should be put in place for all ministries and levels of governance, with partnerships for technical assistance. Technical assistance should be delivered in phases and tiers, underlining the importance of a correct process of data quality framework, from collection to analysis and dissemination.

8. Technology infrastructure

The government has made substantial progress with the digitising processes. However, some data collection, particularly at the lower levels of government, is still done manually.

Recommendation:

Investment is needed in software and technological devices. This will need to be supported by training programmes.

9. Information systems

The weak technology infrastructure and technical capacity has meant information systems have not yet been established and successfully rolled out. There are systems currently being developed by various organisations in Ethiopia, but there is no indication of cooperation or coordination between these such that the systems could be integrated or share common data.

Recommendation:

Developing and strengthening the Data Management Information Systems (MIS) is needed, along with facilitating and coordinating a review of statistical law, provision of training and the establishment of a statistical unit/working group for labour market and labour migration analysis that sees the collaboration of the different relevant institutions. A community of practice must be developed to share learnings

and challenges in MIS in Ethiopia. Systems need to be built on similar frameworks so that they can be integrated and shared.

10. Dissemination and data-use culture

The lack of a user-friendly system, particularly the lack of functional government websites and the fact that some data is produced only in paper format, has inhibited the dissemination of data, and depressed demand from potential data users.

There is weak engagement between users and producers of data, with poor attention to the quality of publications, and a lack of advocacy for improvements.

Recommendation:

Engagement with stakeholders should be established via conferences, presentations, workshops and surveys to ensure that products meet the needs of the data users. A concerted effort to create a data-use culture amongst relevant institutions is necessary to ensure that data disseminated is used for both policy and programmatic needs.

11. Coordination/cooperation

There is poor coordination between the ministries, as shown by co-existing and overlapping systems and indicators.

The national system tends to fragmentation between ministries at national level, and between the different levels of government, down to the woreda level. There is poor cooperation in sharing data among ministries, particularly between administrative offices and the ESS.

Recommendation:

An appropriate coordination structure and mechanism should be established between ministries and levels of government with a working group (steering committee, technical committee, coordination team, etc.);

12. Partnership

There are also fragmented arrangements for international partnerships and cooperation for statistical related activities. These are particularly important for developing documentation and applying international standards and providing technical and financial support.

Recommendation:

Stronger relationships are needed with donors and other organisations with potential for collaboration and partnership to support data collection, processes and analysis.

13. Financial capacity

Underlying all of this are low budgets for data collection and data quality activities for line ministries. Within certain ministries, particularly agencies such as ESS, the low salaries and educational standards result in low staff motivation.

Recommendation:

Increased budgets are needed for data production and M&E processes as well as improvements in staff educational standards. Some of these costs can be offset by savings generated by creating synergies, sharing knowledge and data, and integrating systems.

► **1**
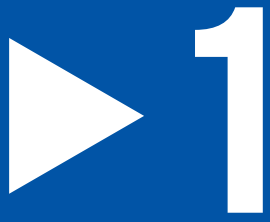
Introduction

▶ 1. Introduction

With about 115 million people,[7] Ethiopia is the second most populous nation in Africa after Nigeria, and, until recently, has experienced strong and consistent economic growth with a rapidly growing young workforce.[8] Close to three-quarters of the population are below the age of 30. This has helped Ethiopia to achieve the fastest growing economy in the region, with 6.3% growth rate between 2020 and 2021.[9] It has also contributed to a significant reduction in poverty. The proportion of Ethiopians living below the poverty line fell from 38% to 24% between 2008/2009 and 2018/2019[10]. However, Ethiopia remains one of the poorest countries globally, with a per capita gross annual income of $890. Furthermore, the recent conflict and global pandemic have increased existing vulnerabilities, and may have reversed much of the progress made.

While such a young population presents an untapped resource for positive growth, it also puts pressure on job creation in the formal sector as well as health, education and social protection services. In fact, Ethiopia has recognised that an employment-centric approach to its macro-policies is essential to realising growth and addressing barriers to productivity in both rural and urban areas, as well as tackling the bottlenecks which are impeding the structural transformation the country desires. Ethiopia, as a land-locked country, bordering Djibouti, Eritrea, Kenya, Somalia, South Sudan, is a main route for migration through the Horn of Africa[11]. So in addition to the large number of young people, and the movement of people within Ethiopia, migrants from neighbouring countries contribute to the large supply of labour that is not necessarily matched to the demands of the market.

The vast economic potential, combined with rapidly growing and changing demography and workforce, makes it essential that Ethiopia has a national strategy for sustainable development. The recent (2021[12]) government restructuring, which has seen the consolidation and merger of some institutions and the creation of new ministries, is a reflection of the major and ongoing reform processes that the government has undertaken in a bid to accelerate and sustain the above average growth rates of the past decade. In fact, through the 10 year perspective plan which guides Ethiopia's development, the reform agenda aims at overcoming these challenges through a comprehensive and well synchronised set of measures aimed at macroeconomic reforms that will be supplemented by structural reforms, in which labour and labour migration issues play a central part. Ethiopia is committed to an overarching objective of achieving middle=income status by 2025. Guided by this vision, the National Job Creation Council set out a target of creating 2,000,000 jobs annually to spearhead employment growth.

In this regard, having timely, valid, reliable, and comparable labour statistics is crucial to inform project formulation, implementation and evaluation, labour market research and goal setting, monitoring and assessing progress toward decent work goals and targets. Labour statistics play an essential role in the national goal of achieving decent work for all.

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7 https://data.worldbank.org/indicator/SP.POP.TOTL?locations=ET

8 The world bank projects the population growth rate of Ethiopia at 2.54%. Accessible at: https://data.worldbank.org/indicator/SP.POP.GROW?locations=ET

9 Ethiopia Macroeconomic Handbook (2022), Cepheus Capital, Ethiopia, Addis Abeba. (reflecting the official National income statistics for the year)

10 https://media.africaportal.org/documents/ad426-ethiopians_rate_governments_economic_management_as_poor-afro-barometer_di_eitInDy.pdf

11 EU, IGAD, ILO (2020): "An assessment of labour migration and mobility governance in the IGAD region Country report for Ethiopia"

12 https://www.fanabc.com/english/ethiopias-new-government-to-be-formed-on-october-4-2021/

The efficient flow of labour market information contributes to the improvement of labour market operations and provides information and guidance to various actors enabling them to optimise their choices. Poor data collection practices, lack of interoperability of systems, lack of adherence to standards, and low utilisation of technology systems by some institutions, especially at the subregional levels, has resulted in a disjointed data ecosystem where the capacity of government to collect, analyse, produce and share labour and labour migration data and insights is inadequate. In fact, Labour market information producers often present and share data as is, and leave data analysis and interpretation to the user. While efforts are underway to create an LMIS system, notably by the Ministry of Labour and Skills, previously the Job Creation Commission,, there is a long way to go to achieve a functioning and useful system.

Like most countries in Africa, countries in Eastern Africa and the Horn, Ethiopia faces challenges with consistently and systematically collecting, managing, disseminating, and operationalising data related to labour and labour migration. In light of this, Ethiopia has shown significant interest in improving its mechanisms and approaches for collecting labour and labour migration related information in order to develop policies that are evidence-based, age, gender, and inclusivity conscious, and that reflect the realities of the country's labour market needs.

Therefore, the International Labour Organisation––via its United Kingdom Foreign Commonwealth and Development Office (FCDO) funded project "Better Regional Migration Management"––aims to support the Ethiopian government in establishing a labour market and migration information system (LMMIS) and ensuring that labour and labour migration data is mainstreamed into its labour market information system. In order to provide the necessary support, a comprehensive assessment on the state of LMMIS in Ethiopia is necessary. To this end, the ILO country Office for Djibouti, Ethiopia, Sudan, South Sudan and Somalia has commissioned this assessment of the current state of Ethiopia's LMMIS.

Structure of the report:

The next few chapters set out the findings of the assessment and are structured as follows.:

Chapter 2 will discuss the approach and methodology that our team used in conducting the assignment and will expand on the analysis framework used to map the key labour and labour migration data collectors and producers, as well as introduce the framework used for the appraisal of official data sources. The scope of the assignment will be clearly defined.

Chapter 3 will then give a broad context of Ethiopia's current priorities in relation to labour market development and labour migration management, discuss briefly the impact COVID19 has had on the labour force, and contextualise the government's current position in relation to the dimensions of gender and disability inclusion.

Chapter 4 and 5 will be the centrepiece of the report. **Chapter 4** will map out the key labour and labour migration data producers, with initial analysis of mandates, current activities and relevance to the LMMIS.

Chapter 5 will assess each major source of data on labour and labour migration, including the census, household and establishment surveys, and select administrative data sources.

Chapter 6 will conclude the report with an analysis of the gaps and recommend specific actions to be taken to improve the coordination and accuracy of the current LMMIS.

► **2**

Approach & Methodology

▶ 2. Approach & Methodology

Objectives

This stakeholder mapping study was commissioned with the primary objective of assessing and understanding the current state of the labour market and migration information systems in Ethiopia. The assessment, conducted in close coordination with the Ethiopian Ministry of Labour and Skills and the Central Statistical Agency, aims to:

1. Provide an overview of existing and available labour market and migration related data collection and analysis frameworks, systems and structures in Ethiopia

2. Improve the overall understanding of the strengths and weaknesses of existing labour market and migration related data collection and processing systems and mechanisms in Ethiopia;

3. Map existing official and non-official sources of labour market and migration related data;

4. Identify key actors engaged in labour market and migration data collection in Ethiopia;

5. Identify challenges related to harmonisation of information related to the national labour market and migration;

6. Identify challenges in coordinating different information sources related to labour market and labour migration;

7. Identify information and specific data needs to develop labour migration policies that are evidence-based and gender sensitive and that reflect real labour market needs;

8. Identify concrete and feasible mechanisms to facilitate the sharing of labour market and migration related information among concerned institutions;

9. Identify mechanisms to improve the collection and analysis of labour market and migration data and how best to integrate them with existing national labour market information systems.

Scope and reference standards

As per the TOR of this assignment, this study will map the existing public and private surveys and statistical databases with relevant labour market and labour migration data in Ethiopia, as of the first quarter of 2022. Additionally, It will map non-statistical sources (administrative and secondary sources) from which statistics can be derived. This would include all relevant government institutions, private sector associations and representatives, I/NGOs, and private sector actors involved in labour market and migration data collection, production, processing, and dissemination as part of Ethiopia's labour market data ecosystem.

However, owing to the short time allotted for the assignment, the magnitude of resources required to fully map all actors in the ecosystem (especially administrative records of private sector and I/NGO actors), as well as the accessibility issues for private sector data sources, and the interruption of institutional capacities during the government restructuring, the scope of the study has been limited to the key and most relevant institutions involved in labour market and labour migration data production and dissemination. These include the main statistical sources and a select number of institutions and organisations with administrative data that could be used for statistical purposes. The scope limitations are designed to fall within, for labour data, the framework for the measurement of decent work, which

includes the 10 substantive elements closely linked to the four pillars of the decent work agenda[13]. In this manner we will ensure we identify data producers and collectors of the key labour market dimensions and indicators, including national accounts, social protection, and industrial relations data.

In terms of labour migration data, the scope of the project is to identify as many sources as possible that hold or produce labour migration data beyond the variables found in the census and the household surveys (chief of which is the recent labour force and migration survey). In this sense the scope covers sources for stock and flow data (in-migration and out-migration). The standards of reference are the 20th International Conference of Labour Statisticians guidelines concerning labour migration (2018, ILO)[14].

The legal framework indicators of the decent work agenda were excluded when designing the scope of this assignment. It did not include an appraisal of the governing policies and legal instruments regulating the labour market and labour migration. A very comprehensive compilation of these can be found on ILO's website[15] for both labour market and labour migration regulations in Ethiopia. Additionally, a recent labour migration and mobility governance assessment conducted by IGAD and ILO for Ethiopia (2020, IGAD)[16] analyses the relevant regulations and policies for labour migration. The reader is invited to make use of these resources in conjunction with this document.

Analysis Framework

For the purpose of this assessment, we focus particularly on the sources of data from which statistics for labour market and labour migration can be derived. In general, a full statistical information system comprises data producers, data users, data suppliers, and research and training institutions. Because of the scope limitations mentioned in the previous subsection, an analysis framework that would allow the team to identify data sources relevant to the information system was developed based on international standards of labour statistics production. Producers (and institutional arrangements) would therefore be derived once data sources were clearly determined.

For Labour market data, as mentioned above, sources needed to provide data on the key labour market dimensions and indicators, including industrial relations, national accounts, occupational and health data, registered un-employment, and more.

For labour migration data, sources needed to provide data on stock and flow. For example the number and characteristics of immigrants and emigrants, refugee data, flow of work migrants (visas, work permits, etc).

Below we set out the details.

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13 2013, ILO. Decent work indicators: guidelines for producers and users of statistical and legal framework indicators: ILO manual: second version / International Labour Office. - Geneva: ILO, 2013

14 2018, ILO. ICLS/20/2018/Guidelines, Geneva. Accessible at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648922.pdf

15 The ILO's Natlex Database of national labour, social security and related human rights legislation contains a fairly exhaustive, up to date, library of Ethiopia's various laws and legal instruments concerning labour market dynamics and labour migration. Accessible at: https://www.ilo.org/dyn/natlex/natlex4.countrySubjects?p_lang=en&p_country=ETH

16 2020, IGAD. An assessment of labour migration and mobility governance in the IGAD region: Country report for Ethiopia. Accessible at: https://www.ilo.org/wcmsp5/groups/public/---africa/---ro-abidjan/---sro-addis_ababa/documents/publication/wcms_743313.pdf

LABOUR

In determining the sources for labour market data this assessment refers to the ILO's "Quick Guide on sources and uses of labour statistics"[17] to build the framework for research and analysis. The guide clearly lays out a number of key labour market indicators derived from various ICLS resolutions[18], and provides a list of the preferred and/or most common sources of data to derive the key indicators. Furthermore, it divides sources of data based on four major categories, as set out below, which cover key topics relevant to the production of labour statistics:

▶ Table 1

Sources of labour statistics

Population and household surveys	Establishment surveys	Administrative records	National Accounts
Population census	Economic or establishment census	Insurance records	Product and industry classifications
Labour force survey (LFS)	Labour-related establishment survey	Employment office records (public)	Production quantity (volume and costs)
Household income/ expenditure survey	Other establishment survey	Data on registered unemployment and job seekers (private and public)	Purchaser quantities (household, government etc.)
Welfare survey		Social security data	Exports and imports
Child Labour Survey		Collective agreements	Tax and income data
Other household survey		Labour inspectorate records	Consumer price Index (CPI)
		Records of employers' organisations	
		Records of workers' organisations	
		Population register	
		Establishment or business register	

The above was then used to identify key stakeholders and organisations that produce relevant data from which key labour indicators can be produced.

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17 2017, ILO, Quick guide on sources and uses of labour statistics, Geneva

18 For detailed definitions of indicators please refer to the Metadata section of ILOSTAT (www.ilo.org/ilostat) or the corresponding ICLS resolution (http://www.ilo.org/global/statistics-and- databases/standards-and-guidelines/resolutions-adopted-by-international-conferences-of-labour- statisticians/lang--en/index.htm).

LABOUR MIGRATION

Data on labour migration and migrant workers are collected using the same methods as for labour itself, although the sources vary slightly. The data is divided using two key concepts: **flows** and **stock**. The statistics of stocks and flows provide information on the numbers of international migrant workers present in the country (stock) and the changes in their migrant status and work status (flow).

The 20th International Conference of Labour Statisticians (ICLS) guidelines concerning labour migration (2018, ILO)[19], delineates the key concepts and definitions of labour migration and migrant workers, and expands on the modalities of measurement of stock and flow of international migrant workers. Potential data sources for the two are set out in paragraph 54 of the ICLS guidelines. Re-categorising the relevant sources from above, and adding specific migration sources, the framework for labour migration is provided below.

▶ Table 2

Sources of labour migration stock and flow

Source	Stock	Flow
Population census	▶ Population census providing international migrant stock	▶ Census providing some emigration data
Household surveys	▶ Labour-related household survey ▶ Ad Hoc household survey	▶ Ad Hoc Surveys providing internal migration and potential emigration data
Administrative records	▶ Vital statistics ▶ Accumulated entry or immigration visas, or permission to work in country ▶ Refugee records ▶ Estimated stock of undocumented foreign citizens	▶ Immigration and emigration data records from organisations ▶ Border control ▶ New work permits and visas ▶ Apprehension of clandestine border crossings

Data on international migrant stocks are primarily based on country of birth (if different from the country of residence). Where no information on birthplace for foreign-born migrants is available in censuses, data on international migrant stocks are based on country of citizenship[20]. Data on nationals abroad is included in the measurement framework and part of the emigrants' flow data.

Other measurements linked to labour migration including recruitment costs and remittances, were considered, but as these are notoriously difficult to measure, we don't include them in our assessment. However, remittance data is often captured in some of the official statistical sources (surveys).

The guidelines indicate that there are also sources that can generate both flow and stock statistics like: population registers; household surveys, registers of foreigners; tax and social security registrations; and registrations for use of utilities (e.g. phone, electricity);

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19 2018, ILO. ICLS/20/2018/Guidelines, Geneva. Accessible at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/meetingdocument/wcms_648922.pdf

Methodology

The assessment has been conducted using a combination of desk-based secondary data collection methods and field-based primary data collection methods.

Review of Relevant Literature and Documents

The collection and analysis of secondary data and information contained in relevant literature and official documents was an important research tool used to carry out the study. The report is largely a product of previously collected data by key stakeholders identifying existing statistical databases and mechanisms used to collect labour market and labour migration data––including public and private surveys and questionnaires––. There is a substantial body of up-to-date work that has been helpful in guiding our research as well as validating our findings.

Moreover, the researchers collected relevant data and information from government offices and their networks. From government side, data was collected from reports produced by:

▶ Ethiopian Statistical Service (ESS)

▶ Ministry of Labour and Skills (MoLS)

▶ Ministry of Women and Social Affairs (MoWSA)

▶ Ethiopian Investment Commission (EIC)

▶ Ministry of Urban Development & Infrastructure

▶ Ministry of Agriculture,

▶ TVET Agency

Metadata Questionnaire

Where possible, a set of questionnaires developed by ILO, and adapted by the team, was given to relevant institutions to gather precise metadata information on identified sources in respect to labour and labour migration. The questionnaires were meant to be filled by those with direct access to metadata, or with the subject matter expertise, or those able to clearly describe in detail the characteristics of administrative records. Unfortunately, only a handful of these questionnaires were filled as the recent government restructuring[21] has been a major impediment to identifying the correct people that would have been able to fill these questionnaires. Partly because those relevant had moved on to other institutions, or because they could not give an official answer until restructuring internally had been fully finalised. The questionnaires have been filled for the main statistical sources (i.e. census and surveys), and by a select few administrative record holders.

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21 2021, Proclamation No. 1263/2021 on the Definitions of Powers and Duties of the Executive Organs of the Federal Democratic Republic of Ethiopia. Addis Ababa. Accessible at: https://chilot.me/wp-content/uploads/2022/03/Proclamation-nO.-1263-2021-Definition-of-Powers-and-Duties-of-the-Executive-Organs.pdf

Semi-structured interviews

Another method used for primary data collection in the study, where a metadata questionnaire was not administered, was a number of key informant interviews (KIIs), centred around several key issues, with representatives of previously mapped governmental and non-governmental entities. The interview questions were developed in a standard checklist designed to encourage flexible and interactive discussions. Among those interviewed were representatives from:

▶ Ethiopian Statistics Service (ESS) (ex-Central Statistics Agency (CSA))

▶ Ministry of Planning and Development (MoPD)

▶ Ministry of Labour and Skills (MoLS)

▶ Ex-Ministry of Labour and Social Affairs (MOLSA)

▶ Ethiopian Investment Commission (EIC)

▶ Federal Technical and Vocational Education Training (TVET) Agency

▶ Rural Job Creation Federal Department (Ministry of Agriculture)

▶ Public Servants Social Security Agency

▶ Private Organisations Employees Social Security Agency

▶ Ministry of Women and Social Affairs (MoWSA)

▶ Project Coordination Office (PCO)

▶ Ministry of Education (MoE)

▶ National Bank of Ethiopia

▶ Ethiopia Employers' Federation (EEF)

▶ IOM

▶ UNHCR

▶ GIZ

▶ World Bank

Key Limitations

This assignment has identified a number of limitations that have restricted the extent and depth of analysis of data sources, particularly administrative sources.

At the time of writing this report the government is restructuring in line with Proclamation 1263/2021. Ministries' internal structures, roles and responsibilities are changing to reflect the duties assigned by the proclamation. However, as they have not yet been finalised and approved, they are not available for public disclosure. In addition, many methodologies and procedures in various institutions have been changed and/or updated, and such changes are yet to be ratified All metadata files of existing surveys at the ESS are being updated and new questionnaires/surveys are being developed. Modalities of collection, processing and storage, as well as dissemination are also being revised. A new data quality framework is being developed. Although changes may not be drastic, it will be necessary to update the review and mapping of the statistical sources in this report to include and reflect the impending changes.

The creation of the Ministry of Skills, and the transfer to it of the duties of the JCC, MoLSA, and the UJCFSA has meant that all the data collection activities are now the responsibility of a central structure. Institutional capacities are yet to be aligned, and this has created some difficulties for the team in identifying redundancies or accessing up to date information on steps taken to realise synergies. At the time of writing this report current directorates were still collecting data in the same fragmented manner as existed before the institutions were merged

This assignment was also not able to access administrative records of various institutions. Notably, although multiple attempts were made, the Immigration and Citizenship Service, the Ministry of Foreign Affairs (MoFA), the Federal police, and the private social security agency were not responsive to requests made by the team in relation to data source appraisal. These institutions clearly stated that information requested by the team could be released to the ILO should it come directly through official channels, involving the highest level of leadership. Informal conversations with the immigration and citizenship service have happened and information gathered from these has been included in this report.

The Ethiopian Diaspora Agency, and the refugees and returnees service cancelled meetings a number of times citing conflicting time schedules, and therefore information regarding their records was not accessed.

The ongoing conflict, and complex resulting political landscape, have also unduly affected the extent of information and data that institutions could freely share with the field team.

Notwithstanding the above, we are confident that the outcome of the mapping exercise and appraisal of labour and labour migration data sources has been of a high standard.

► **3**

Ethiopia Overview: Labour and labour Migration in context

▶ 3. Ethiopia Overview: Labour and labour Migration in context

Ethiopia's strictly regulated economy is being reshaped by a wave of economic changes that began in 2018, when the government began easing economic regulations.[22] Reforms have enabled the privatisation of many state-owned firms and the transition to a more open market economy. Government-owned businesses have dominated the banking, telecommunications, and transportation industries so far, but the possibility of partial privatisation of many state-owned assets is no longer unthinkable. Further reforms will also bring about improvements in the country's undeveloped mining and oil industries, attracting more international investment.

Ethiopia's main challenges are sustaining positive economic growth and accelerating poverty reduction, both of which require significant progress in job creation as well as improved governance to ensure that growth is equitable across society. The government allocates a large proportion of its budget to pro-poor programmes and investments. Large-scale donor support will continue to be critical in the short term in order to finance the costs of pro-poor programmes.[23]

Ethiopia is facing unprecedented social and economic consequences of the COVID19 pandemic. While exports and foreign direct investment are expected to recover in 2021/22, along with the jobs market, some long-term scars may remain. Urban employment levels have not yet fully recovered, some households and businesses still report loss of income, and poverty is believed to have increased. The conflict, which began in November 2020, is likely to affect agricultural production and food security in the north of the country, as well as hamper economic recovery.[24]

In 2019, the Ethiopian government, spearheaded by the ex-Jobs Creation Commission, created a 5five-year plan of action for job creation to be implemented between 2020-2025.[25] The plan centres around eight strategic objectives:

1. Adopting macro-policies that promote job creation,

2. Developing a strong local private sector and increasing wage-employment,

3. Improving productivity, including in agriculture,

4. Promoting rural economic diversification,

5. Improving levels of private investment (including FDIs) in productive sectors,

6. Improving human capital and reducing skills mismatch,

7. Improving economic outcomes for excluded and vulnerable populations,

8. Improving the functioning of the labour market, including in urban areas.

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22 Danish Trade Union Development Agency. 2020. Ethiopia Labour Market Profile 2020

23 https://www.worldbank.org/en/country/ethiopia/overview#1

24 ibid

25 Jobs Creation Commission. 2019. Plan of Action for Job Creation

Around these eight strategic objectives, the government developed the following six key project pillars:

1. Adopting job-rich macro-policies: by ensuring macroeconomic stability, optimising the job-creation potential of public investment, improving the financial sector, and upgrading institutional and statistical frameworks for job-rich macro-policies;

2. Building a vibrant local private sector: by revamping the current support to MSMEs, effectively supporting high-potential and high-growth MSMEs, and improving the quality of business development services;

3. Developing human capital to meet the changing needs of the labour market: by improving the level of work-readiness of the labour force, ensuring its proficiency in 21st century skills, improving the entrepreneurial mindset, and building more effective linkages between educational institutions and industries;

4. Strengthening labour market intermediation and linkages by (i) building modern employment centres that provide effective employment services and (ii) developing a labour market information system to reduce the asymmetry of information and improve social and spatial mobility in the labour market;

5. Improving the inclusiveness of the labour market: by providing targeted services to populations excluded from the labour market and to vulnerable populations, such as refugees, migrants, and people with disabilities;

6. Realising the job-creation potential of prospective high-yield sectors: providing a more balanced development project with a focus on realising the job-creation potential of sub-sectors in agriculture, industry, and services.

The government of Ethiopia has also put in a great deal of effort in recent years to restructure its approach to the collection, management and dissemination of information relating to the labour market and labour migration. For instance, last year, Proclamation No. 1263/2021 established a range of new responsibilities and roles for data collection and management related to labour and labour migration. After the passage of the Proclamation, the newly formed Ministry of Labour and Skills, for example, was made responsible for establishing a national labour sector information system and operationalising a national labour market information system as well as managing job seekers data. This was in an effort to improve the quality and usefulness of labour and labour migration policies that are based on timely data. A workforce growing at a rate of 2 million per year puts pressure on absorption capacity of the labour market, necessitates improving current jobs, while creating sufficient new ones.

Labour Migration

Rural-urban movement, internal displacement, out-migration (emigration), and the arrival of people seeking asylum are the most common types of migration in Ethiopia. First, employees seeking better employment prospects and greater income chances are driving migration from rural to urban regions, which is reflected in a rapid urbanisation rate. Additionally, Ethiopia now has one of the world's biggest populations of internally displaced persons (IDPs), with over 4.2 million IDPs and over 1.5 million IDP returns, owing partly to the ongoing conflict in northern Ethiopia and isolated conflicts and tensions elsewhere in the nation.[26] It also has one of Africa's biggest refugee populations, with around 820,000 individuals are registered as refugees or asylum seekers.[27]

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26 UNHCR. 2022. Ethiopia Country Profile https://www.unhcr.org/ethiopia.html

27 ibid

Ethiopia is a major exporter of migrant labour to the Middle East, especially Saudi Arabia, Kuwait and the United Arab Emirates. Migration modes, documented or irregular, and the most common types of employment are differentiated by sex: males usually migrate irregularly to work in the construction industry, females migrate through formal/regular channels and find work as domestic workers.[28] Although it is difficult to track the exact number of migrant workers traveling and working as "irregulars", the Ethiopian Ministry of Labour and Skills estimates that they represent from 60 to 70% of all Ethiopians in the GCC states.

COVID-19[29]

The COVID-19 pandemic has had significant implications for Ethiopia's labour market and economy. In December 2021, there was a minor decrease in unemployment compared to October 2021 figures. Nonetheless, two years after the outbreak of COVID-19, unemployment remains much greater than pre-pandemic levels. Official employment has decreased significantly, by -30%, since February 2020, while informal employment has increased from already high levels, up 13%. As more households require a second or third earner to make a liveable income, there has been a significant decline of 25% in those who are not working or seeking employment. Since October 2021, the fall in unemployment has favoured informal workers, while formal employment has continued to diminish. The magnitude of inequities between age and gender groups have also been amplified. Youth especially have been disproportionately affected and there is a growing trend in the country of discouragement among young people. In addition, for the least educated in the country, rising unemployment and income losses have been even more severe.

Education[30]

During the previous decade, Ethiopia's education system has seen a significant growth in enrolment rates at all levels. From 30% in 2005 to 49% in 2015. The literacy rate has grown,and over the past decade, the country has continuously ranked first in Africa in terms of the share of government expenditure dedicated to education. Despite this, the country continues to have one of the lowest literacy rates in the world, falling far short of the LDC average of 77%. Education levels are shown to have a significant impact on national employment rates and poverty levels - with the least educated members of society having the highest unemployment and poverty rates.

28 ILO, 2020. Labour market assessment – Market trends and opportunities in Ethiopia and the Gulf

29 ILO. 2021. The Jobs Impact of COVID-19: Rapid Labour Force Survey. https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_838567.pdf)

30 Danish Trade Union Development Agency. 2020. Ethiopia Labour Market Profile 2020

Age, Gender, and Disability Inclusion

Age:[31]

Ethiopia has one of the youngest populations on the planet. At least 70% of people in the country are under the age of 30. This is likely due to the influence of improved nutrition and health services, as well as lower child mortality rates.

Geographic location, socioeconomic status, and gender all have a significant impact on juvenile employment. On the job market, over three-quarters of young people earn less than the average monthly pay, and the majority of employed young people work in the informal sector or as unpaid family employees.

The majority of urban adolescent workers are in micro- or small businesses that do not follow labour market norms. Due to a disconnect between the educational system and the labour market, many young people lack business skills.

Furthermore, most students who move from school to work engage in informal activities, and many drop out of the labour market. Only 6.1% of working people have obtained vocational training, indicating that it is not a priority.

Ethiopia has one of the world's highest rates of child labour, calculated at 43% of children, concentrated especially in rural areas with strong agricultural working traditions and poor infrastructure The fact that most Ethiopians work in subsistence agriculture, with little or no mechanisation, is one factor that makes child labour so prevalent. Many rural households have a tradition of requiring children to aid in the family's economic and household duties. Moreover, many rural children live far from school, and their families cannot afford to fund their education. Even in metropolitan areas high levels of child labour persist.

Gender:[32]

Ethiopia has made commitments to promote gender equality and women's rights throughout the country. However, gender inequality persists, as evidenced by notable wage disparities and differential employment rates between men and women. Women in urban settings are far more likely than men to work in the informal sector––37% of women compared with 18% for men. This disparity is linked to attitudes, beliefs, and behaviours that typically marginalise women in the workplace.

Women earn on average just 63% of what men make. Agriculture has the highest salary disparity, while the public sector has the lowest. More than half of women working in agriculture do not receive any compensation. Similar patterns can be found in other sectors, such as small-scale manufacturing, where 58% of women employees are unpaid domestic workers, compared to 40% of men. Another factor that contributes to the low status of women in the employment market is the prevalence of early marriage, with: 40% of Ethiopian girls marring before they reach legal adulthood.

31 ibid

32 ibid

Disability Inclusion:[33]

Approximately 7.8 million Ethiopians, or 9.3% of the country's total population, live with at least one form of disability, as of 2016. Up to 2.2 million (2.4%) experience severe challenges as a result of their disability. Around 47,000 persons with severe impairments live in Addis Ababa, with another 320,000 in the country's other major cities.

In the labour market, those with impairments are at a distinct disadvantage. People with mental health issues or intellectual disabilities are nearly 70% more likely than people without disabilities to be excluded from the labour market – the highest rate of exclusion. Working adults possessing disabilities are more likely to be self-employed or in unpaid employment.

In Ethiopia, disability inclusion is slowly but steadily gaining legislative traction. The government ratified the United Nations Convention on the Rights of Persons with Disabilities in 2010 and is meeting its treaty reporting responsibilities to the Committee on the Rights of Persons with Disabilities. Disability was first identified as a cross-cutting issue in the Growth and Transformation Plan for 2010-2015, and the National Plan of Action for the Inclusion of Persons with Disabilities, adopted in 2012, provides an ambitious project framework that aims to mainstream disability issues in all fields of society by 2021. The National Social Protection Project (NSPP) also asks for an increase in services for disabled people. However, there are still a number of project-related challenges that make full participation in all areas of society difficult for children and adults who struggle with disabilities.

Different government organisations gather large volumes of data every year through house-to-house inspections and other registration mechanisms. Yet, the quality of data collection and assessment methods utilised by organisations such as the Bureaux of Labour and Skills at the woreda level or the Ministry of Education in schools is often poor. Front-line employees and community volunteers lack the capacity and skills necessary to identify, assess, and screen vulnerable groups, such as those with disabilities.

33 UNICEF. 2020. SITUATION AND ACCESS TO SERVICES OF PERSONS WITH DISABILITIES. https://www.unicef.org/ethiopia/media/3016/file/3.Situation%20and%20access%20to%20services%20of%20persons%20with%20disabilities%20in%20Addis%20Ababa%20Briefing%20Note.pdf

► 4

Mapping of key stakeholders relevant to a labour market and labour migration information system

▶ 4. Mapping of key stakeholders relevant to a labour market and labour migration information system

The Ethiopian labour market and labour migration data ecosystem is complex, and difficult to map out in its entirety because of information asymmetries and accessibility issues. Indeed, one of the main issues with the labour market is a non-functioning labour market information system. Key stakeholders were identified both through the institutional frameworks set out by the recent Proclamation in relation to labour market governance, as well as using the analytical framework set out in the methodology chapter of this report.

LABOUR

Several key institutions are clearly identified as relevant to the production of labour market data and statistics by the new MoLS. The MoLS provided the team a list of the following institutions as a starting point:

1. Ministry of Labour and Skills (MOLS)

    ▶ Technical and Vocational Training Institute;

    ▶ Agriculture Technical and Vocational Education and Training Colleges;

    ▶ Tourism Training Institute;

    ▶ Entrepreneurship Development Institute.

2. Ethiopian Statistical Service (ESS);

3. Ministry of Women and Social Affairs (MoWSA);

4. Ethiopian Investment Commission (EIC);

5. Ministry of Education (MoE);

6. Ministry of Agriculture (MoA);

7. Civil Service Commission (CSC);

8. Government Employees Social Security Administration;

9. Private Organisations' Employees Social Security Administration ;

10. National Bank of Ethiopia (NBE);

11. Ministry of Finance (MoF);

12. Ministry of Planning and Development (MoPD);

13. Ministry of Trade and Regional Integration (MOTR);

14. Ethiopian Chambers of Commerce (ECC);

15. Employers Confederation (EEEF);

The ESS is the main data producer and provider of major labour market indicators through the census, a labour force survey, and various other household surveys. It is also the institution mandated to collect labour related data. The Ministry of Labour and skills on the other hand is mandated to coordinate and govern all labour related issues.

LABOUR MIGRATION

To gather the stock and flow data on labour migration specifically, in addition to the above organisations, and based on the analysis framework developed, we identified:

16. Ministry of Foreign Affairs (MoFA)

17. Immigration and Citizenship Service

18. Federal Police Commission

19. Refugees and Returnees Service

20. Ministry of Justice (MoJ)

OTHER

Producers of data to fill the remaining gaps from the framework were identified through KIIs and desk-based research. These include private employment agencies and I/NGOS.

In this chapter, we have attempted to identify and discuss the mandates and activities of the key stakeholders in the labour market and labour migration data ecosystem as per above. In the mapping we include the main government bodies and private sector organisations relevant to labour market and labour market data based on our analysis framework, and a few non-governmental organisations (NGOs). We will go through some of the major institutions, their mandates, and identify their relevance both to the labour market and labour migration data system, as well as summarise key points relevant to this study. Data sources will be appraised in the next chapter which is divided into three sub-sections in line with the different types of institutions: government, private sector associations and unions, I/NGOs.

LABOUR

Several key institutions are clearly identified as relevant to the production of labour market data and statistics by the new MoLS. The MoLS provided the team a list of the following institutions as a starting point:

1. Ministry of Labour and Skills (MOLS)
   - Technical and Vocational Training Institute;
   - Agriculture Technical and Vocational Education and Training Colleges;
   - Tourism Training Institute;
   - Entrepreneurship Development Institute.

2. Ethiopian Statistical Service (ESS);

3. Ministry of Women and Social Affairs (MoWSA);

4. Ethiopian Investment Commission (EIC);

5. Ministry of Education (MoE);

6. Ministry of Agriculture (MoA);

7. Civil Service Commission (CSC);

8. Government Employees Social Security Administration;

9. Private Organisations' Employees Social Security Administration

10. National Bank of Ethiopia (NBE)

11. Ministry of Finance (MoF)

12. Ministry of Planning and Development (MoPD)

13. Ministry of Trade and Regional Integration (MOTR)

14. Ethiopian Chambers of Commerce (ECC)

15. Employers Confederation (EEEF);

Mapping of key stakeholders relevant to a labour market and labour migration information system

OTHER

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To gather the stock and flow data on labour migration specifically, in addition to the above organisations, and based on the analysis framework developed, we identified:

16. Ministry of Foreign Affairs (MoFA)

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18. Federal Police Commission

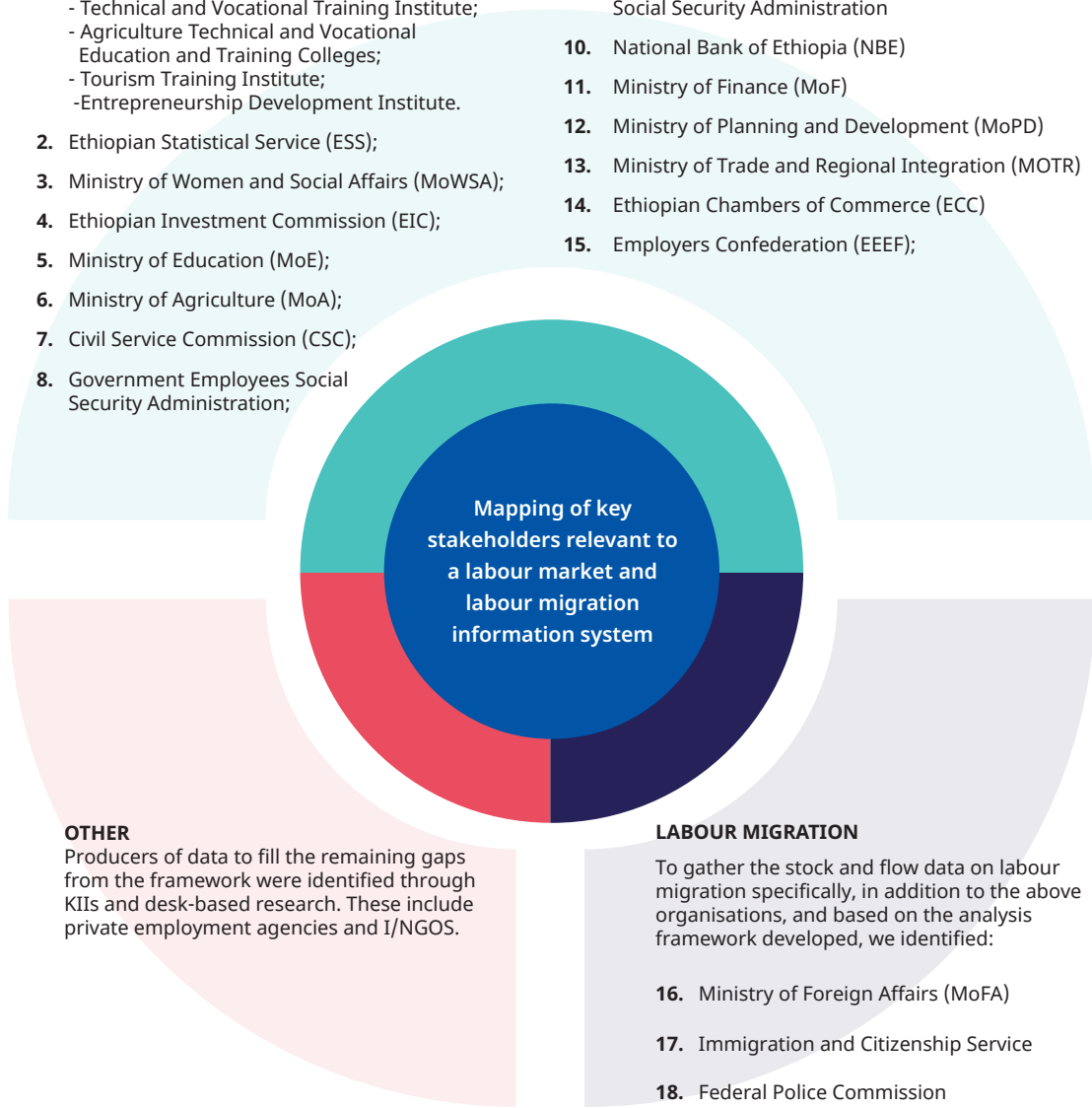19. Refugees and Returnees Service

20. Ministry of Justice (MoJ)

Key Stakeholders

Government

The Ethiopian Government has long had a large role in the economy and as the main planner it sets the trend/agenda for the country. This has been captured and strengthened in the last three government strategies of the Growth Transformation Plan (GTP) I and II, and the most recent ten-year Development Plan, based on the 2019 Home-Grown Economic Reform Agenda, which will run from 2020/21 to 2029/30.

In line with the wave of reforms, soon after being confirmed in his first election, the Prime Minister overhauled the government structure and nominated 22 ministers to his cabinet. The roles and responsibilities of the ministries were reorganised, with the creation of new ministries, while others merged together with other executive institutions.

Given the context and the challenges set out in Chapter 2, the Ethiopian government has focused heavily on improving the labour market, from both the supply and demand side, specifically focussing on job creation for the large young workforce. This is reflected heavily in the duties of several ministries within the new structure where job-creation and pro-employment policies are central. With an estimated 2,000,000 workers entering the labour market every year, the government views it as necessary to deploy this labour force in productive work and increase its effectiveness. At the same time, Ethiopian project makers understand that it is important for employers to gather information on the type and size of workforce they need and to create a context in which labour demand and labour supply can be easily matched, education can focused on the skills needed for jobs, and inward investment can be attracted into the country. To achieve this, organised and reliable labour market information is needed, with high quality and consistent collection, management and dissemination of data.

For the purposes of this report, the following are the key government institutions in the domain of labour and labour migration data and information management.

1. Ministry Of Labour And Skills

The Ministry of Labour and Skills is the primary stakeholder in labour affairs in Ethiopia. Last year, in 2021, Proclamation No. 1263/2021 transferred the rights and obligations of the Ministry of Labour and Social Affairs (MoLSA), the Job Creation Commission (JCC), and the Federal Urban Job Creation and Food Security Agency to the Ministry of Labour and Skills (FUJCFSA). Therefore, all of the powers and duties entrusted to these former governmental bodies now belong to the MoLS.

Labour[34]

The relevant duties and powers of the MoLS' related to labour and data/information now include, but are not limited to:

▶ Initiating policies, strategies and laws with respect to labour, employment and skill

▶ Establishing a system for technical and vocational training that is in line with the country's general development project, labour, employment, and skill development;

▶ Formulating and implementing technical and vocational training curricula, and ensuring the implementation of standards set for technical and vocational institutions;

▶ Creating conditions conducive to labour market and employment activity;

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34 2021, Proclamation No. 1263/2021

▶ Establishing a system for the expansion of efficient, accessible, and equitable job opportunities and employment;

▶ Monitoring and following up on the proper implementation of labour laws;

▶ Encouraging and supporting employers and workers to form associations and exercise their right to collective bargaining, as well as registering employers' associations and trade unions established at the national level;

▶ Supporting bipartite forums between employees and employers and tripartite forums involving the Government;

▶ Establishing and putting into operation a national labour sector information system, and managing job seekers' data;

▶ Devising a system that will enable the transition of the informal to the formal economic sector;

▶ Conducting periodic surveys of labour market skills gaps with regional agencies;

▶ Facilitating the employment and placement of job seekers in formal and informal employment domestically;

Additionally, the MoLS now oversees several executive bodies:

▶ Technical and Vocational Training Institute;

▶ Agriculture Technical and Vocational Education and Training Colleges;

▶ Tourism Training Institute;

▶ Entrepreneurship Development Institute.

Labour Migration[35]

The MoLS powers and responsibilities relating to labour migration now include, but are not limited to:

▶ Facilitating the employment and placement of job seekers in formal and informal employment overseas;

▶ Issuing work permits to foreign nationals, monitoring compliance, and regulating Ethiopian overseas employment;

As discussed the MOLS is the product of transfer of duties and mandate of three institutions. The below are details of the activities that will now be fully carried out by the MOLS:

▶Box 1 - Institutions whose mandate the MOLS has assimilated after restructuring

Ex-Ministry of Labour and Social Affairs

Before being adopted into the Ministry of Labour and Skills, the Ex-Ministry of Labour and Social Affairs (MoLSA) was responsible for establishing a labour administration system around labour relations that enabled the proper transition of the informal economy to the formal economy as well as enhancing the accessibility of efficient and equitable employment services. It also worked to establish a national labour market information system and carried out studies of the national workforce and employment. Broadly, it also worked to strengthen the social protection system to

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improve and ensure the social and economic well-being of citizens. Its social protection system has now transferred to the Ministry of Women and Social Affairs, while all the labour related duties are now part of the MOLS.

On labour migration, the Ex-MoLSA held the responsibility of regulating Ethiopians' overseas employment as well as supervising labour migration and the content of pre-departure training. Additionally, it licensed and monitored employment agencies in order to protect trafficking victims and labour migrants. It was also engaged in approving contractual agreements between employers and labour migrants, and monitoring and approving contracts for labour migration and labour agreements on a bilateral level. Moreover, the Ex-MoLSA was tasked with initiating the process of repatriating people to Ethiopia, in cooperation with various relevant agencies.

Ex-Job Creation Commission

The Federal Jobs Creation Commission was established as per proclamation 1097/2018 which determines the powers and duties of the executive bodies. Subsequently, the regulation 435/2018 promulgated by the council of ministers mandated the commission with the authority to lead the job creation agenda, coordinate stakeholders, and monitor and evaluate their performance. Since its establishment the Jobs Creation Commission has spearheaded a job creation campaign across the country with major milestones being achieved. The Commission also oversaw innovative job creation activities by supporting the start-up ecosystem and through collaboration with various other institutions. It established the first phase of an LMIS in the country, sits on several labour co-ordinating bodies, and on the overseas employment committee, as well as the National Job Creation Council.

The Jobs Creation Committee's full duties have now passed onto the MOLS. For more information on current work refer to www.jobscommission.gov.et

Ex Federal Urban Job Creation and Food Security Agency

The Agency was established in 2016 by the Federal Urban Job Creation and Food Security Agency Establishment Council of Ministers Regulation No. 374/2016 and was responsible to the Ministry of Urban Development and Housing. The Agency worked closely under the Jobs Creation Commission and fed information to the commission about all jobs created in urban areas of Ethiopia until the establishment of the Ministry of Labour and Skills in 2021. It has since been dissolved and its powers and duties have been absorbed within the mandate of the Ministry of Labour and Skills, as per Proclamation No. 1263/2021.

Labour

Its objectives related to labour were:

▶ Improving the livelihoods of citizens who are unable to work or who are able to work but are unemployed and live below the poverty line by providing citizens with long-term developmental safety net support and ensuring their food security.

▶ Supporting and coordinating institutions that assist micro and small businesses in becoming competitive, sustainable, and strong foundations for industrial development

▶ Promoting and developing micro and small enterprises engaged in urban agriculture, construction, trade, and services sectors in order to make these sectors competitive and sustainable

2. Ethiopian Statistical Service (ESS)

The government's primary statistical body is the Ethiopian Statistical Service (ESS). It is located within the Ministry of Planning and Development, and was formerly the Central Statistical Agency (CSA) before being restructured via Proclamation No. 1263/2021.. Since its inception in 1960, this body has been and continues to be active in collecting, processing, assessing, and disseminating socioeconomic and demographic data used for national socioeconomic development, planning, monitoring, and project making.

The ESS is in charge of coordinating all statistical activities in the country and is a significant source of official statistics. It specifically conducts various surveys that provide labour market information. The surveys are conducted primarily at the national level, including regions, and are divided into urban/rural and male/female groups. It gathers data on specific indicators. Data availability, national development goals, and international comparability all influence indicators. While the data is primarily at the national level, with comparisons of urban/rural and male/female, it also generates indicators at the regional level. The timeliness of the indicators varies; some are available on a regular basis, while others are only available on an ad hoc basis.

The labour and labour migration-related surveys conducted by the ESS include the:

▶ Population and Housing Census;

▶ National Labour Force and Migration Survey;

▶ Urban Employment-Unemployment Survey;

▶ Child Labour Survey;

▶ Household Income, Consumption and Expenditure Survey;

▶ Welfare Monitoring Survey;

▶ and the Large and Medium Manufacturing Survey.

A restructuring of the ESS is currently underway, which has prevented this research from understanding its precise working modalities.

However, it is known that there is significant ongoing training vis-a-vis data collection and dissemination within the agency. In particular, since the planned 2017 census the ESS has converted to an almost completely digital data collection, processing and storage method. The organisation has sufficient tablets for each survey to be carried out using Computer-Assisted Personal Interviews (CAPI) using Cspro. Headquarter staff are advanced in both using and training others in use of such software. Cspro transfers data daily to the server at HQ where it is processed, cleansed and stored.

In 2021 ESS launched a new and improved Integrated Management Information System (IMIS): a collection of several statistical databases of various surveys and censuses conducted by the ESS and other ministries. This provides users with various tabulations of the data, although until now it does not hold a wide range of other ministries' data due to lack of cooperation and coordination among government institutions.

Labour

The ESS's key powers and duties related to labour and data/information management include, but are not limited to:

▶ Providing a data collection service as the main data collector of economic, social and demographic data;

▶ Gathering statistics data through censuses, sample surveys, administrative records, and registrations, and then processing, assessing, analysing, publishing, and distributing the results, as well as functioning as the country's information centre;

▶ Conducting statistical method studies and research and encouraging the use of the results;

▶ Providing basic short-term capacity-building training to personnel engaged in statistical activities for Federal Ministries, regional States, nongovernmental organisations (NGOs), and the private sector;

▶ Facilitating conditions for soliciting financial, material and technical support from development partners for building national statistical capacity;

▶ Establishing cooperation with national professional associations in the fields of statistics and related disciplines and sponsoring statistical conferences.

Migration

In 2017, alongside census preparation, the ESS (CSA at the time) was involved in the Migration Data Harmonisation in the East and Horn of Africa Action plan led by IoM. This set out an action plan to incorporate more migration indicators within ESS's surveys, particularly those that are regionally comparable and of international standards.

3. Ministry of Women and Social Affairs

The Ministry of Women and Social Affairs (MoWSA) is in charge of putting policies and strategies in place to protect the rights of women, youth, children, persons with disabilities, elderly, and other vulnerable groups.

Labour

Relating to labour and relevant data/information management, Proclamation No. 1263/2021 gives MoWSA the powers and duties to:

▶ Devise strategy and standards for mainstreaming issues of women, children, youth, persons with disabilities, elderly and other vulnerable groups in the development policies, programmes and projects;

Devise strategic plans to facilitate the active participation of women, youth and persons with disability in the country's political, economic and social activities;

Work, in collaboration with concerned bodies, to ensure that persons with disabilities and the elderly benefit from health, education, information technology infrastructure and other economic and social services;

▶ Conduct, in collaboration with concerned bodies, studies to identify areas of job opportunities for women and youth;

▶ Establish a system that enables collection, organisation and analysis of social security programme beneficiaries' information in modern way;

▶ Undertake studies to identify discriminatory practices affecting women and create conditions for the elimination of such practices, and follow up on their implementation;

▶ Collect, compile and disseminate to relevant stakeholders detailed information on the objective realities of women, children, youth, persons with disabilities, elderly and vulnerable groups.

Labour Migration

In terms of labour migration, the MoWSA spearheads the Safe Return and Reunification Programme for Unaccompanied Migrant Children, which is administered by regional women and children's affairs offices under the umbrella of the child-friendly social welfare programme. Additionally, the Ministry conducts public awareness campaigns to dissuade women and children from migrating irregularly. It is also a member of the National Anti-Trafficking Task Force, as well as the working group on trafficking victim support and protection.

4. The Ethiopian Investment Commission

The Ethiopian Investment Commission (EIC) is an autonomous institution within the government and is held accountable by Ethiopia's Investment Board, led by the Prime Minister. Relating to labour migration, the Commission is responsible for:

▶ Issuing investment permits, business licenses, and construction permits;

▶ Issuing work permits, including renewals, replacements, suspensions, or cancellations;

▶ Negotiating and signing bilateral investment promotion and protection treaties with other countries.

5. Ministry of Education

Ethiopia's Ministry of Education (MoE)––established in its current form in 2018 by Proclamation No. 1097/2018––is in charge of overseeing the teaching and learning processes throughout the country, from elementary school to higher secondary school. It is also responsible for leading the developing higher education, science, and technical and vocational education and training (TVET) in the country.

Labour

Relating to labour and relevant data/information management, Proclamation No. 1263/2021 gives the MoE the powers and duties to:

▶ Initiate policies, strategies, laws and programmes with respect to general and higher education, and prepare detailed programmes compatible with the country's overall development plan;

▶ Formulate a general framework of education curricula for general and higher education; set education and educational institution standards; establish a national qualification framework;

▶ Create, in collaboration with the Ministry of Innovation and Technology, a conducive condition for facilitating linkages between research institutes of higher education and the industry sector to assist research and technology development activities.

The MoE has created an Education Management Information System (EMIS) to collect timely educational data. The database is used for planning, decision making, project development, and monitoring and evaluation. The information gathered is presented in the Ministry's annual educational statistical abstract. The abstract contains data on the structure of the education system as well as significant education metrics in the nation. Regional education offices have recently begun to create and distribute yearly statistical abstracts.

Additionally, since 1996, the Ministry of Education has established sector priorities through the Education Sector Development Programmes (ESDP). The sectoral priorities identified in the ESDPs are intended to aid in Ethiopia's structural transformation.

Labour Migration

The Ministry of Education, through the TVET Agency, use to hold a vital role in enhancing the skill levels of labour migrants and returnees. As such, the Ministry designed training curricula and manuals for labour migrants in collaboration with partners in order to reintegrate returnees and victims of human trafficking. It is now unclear if such a role will be maintained, or if the MOLS will take to addressing the needs of labour migrants since the TVET agency is currently under its supervision. Furthermore, it is a member of the National Anti-Trafficking Task Force and facilitates the Task Force's research, monitoring, and evaluation working group.

6. Civil Service Commission

Established in 1995 through Proclamation 8/1995, the Civil Service Commission is responsible for preparing and following up on the implementation of policies and laws concerning the civil service in Ethiopia. The overall objective of the Commission is to develop an efficient, productive, and permanent civil service in the country. The Commission's powers and duties related to data collection and management include:

▶ Reviewing the Federal Civil Service's present organisational structures and personnel use and submitting recommendations for improvement, as well as implementing such recommendations;

▶ Keeping a record of the information of Federal Civil Service personnel and accumulating data on all national civil service employees;

▶ Providing regional governments with assistance and advice on civil service structuring and administration.

7. Government Employees Social Security Administration

The Government Employees Social Security Administration (previously the Public Servants Social Security Agency) was founded in 2011 by the Council of Ministers, under Regulation No. 203/2011, to manage the Public Servants' Pension Scheme for all federal and regional public servants, including the defence forces and police. Furthermore, the Administration is responsible for collecting pension contributions, processing pension payments, and reacting rapidly to complaints and requests from beneficiaries and the corresponding government bodies and being legally competent to make administrative decisions within their jurisdiction.

8. Private Organisations' Employees Social Security Administration

In July 2011, following the passage of Proclamation No. 202/2011, the Private Organisation Employees' Pension Proclamation came into force, creating the Private Organisations' Employees Social Security Administration. Prior to this date, private sector employees, including labour migrants, were not covered by a pension plan. This proclamation offers retirement benefits, invalidity benefits, incapacity benefits, and contribution reimbursement to employees. It also governs employment pension and gratuity, pension method and term of payment, survivor's pension and gratuity, and evaluation of occupational injuries.

9. National Bank of Ethiopia

Proclamation 206/1963 created the National Bank of Ethiopia (NBE), which commenced operations in 1964. It is the Bank's job to license, monitor, and regulate banks, insurance firms, and other financial institutions' operations. The Foreign Exchange Monitoring and Reserve Management Directorate of the NBE oversees remittance transfers and keeps track of data on money sent back to Ethiopia by Ethiopian migrants. The Bank's project and operations define who has access to financial services, including jobless young people, returnees, and other citizens.

Under the National Bank, two executive organs are overseen:

▶ Government Employees Social Security Administration;

▶ Private Organisations' Employees Social Security Administration.

10. Ministry of Finance (MoF)

The Ministry of Finance, previously the Ministry of Finance and Economic Cooperation before being restructured by Proclamation No. 1263/2021, has the authority to launch national economic cooperation and fiscal policies. The powers and duties granted to the Ministry of Finance and Economic Cooperation through other laws are now delegated to the MoF.

Labour

Relating to labour and relevant data/information management, Proclamation No. 1263/2021 and Proclamation 916/2015 gives the MoF the powers and duties to:

▶ Prepare documents necessary to privatise public enterprises, and coordinate privatisation processes in collaboration with relevant government bodies;

▶ Mobilise, negotiate and sign foreign development assistance and loan agreements, and follow up the implementation of the same.

<u>Labour Migration</u>

In line with Proclamation No. 1263/2021 and Proclamation No. 916/2015, the MoF is empowered to facilitate economic cooperation between states as well as regional and international organisations–– which directly impacts labour migration and mobility.

11. Ministry of Planning and Development (MoPD)

Previously named the National Planning Committee, established as a standalone entity in 2014 after being overseen by the former Ministry of Finance and Economic Cooperation, the Ministry of Planning and Development emerged from Proclamation No. 1263/2021. The Ministry is primarily responsible for initiating policies, strategies, and laws with respect to development, national statistics, population, climate change, and the environment as well as developing detailed programmes compatible with the national development plan.

The MoPD also oversees three executive bodies:

▶ Ethiopian Statistical Service;

▶ Project Studies Institute;

▶ Environmental Protection Authority.

Of these three bodies, the Ethiopian Statistical Service holds particular relevance for labour and labour migration and data and information management, elaborated upon below.

<u>Labour</u>

Relating to labour and relevant data/information management, Proclamation No. 1263/2021 gives the MoPD the powers and duties to:

▶ Devise a long-term indicative development plan, and formulate medium and short-term development programmes;

▶ Develop macro-economic frameworks and forecast economic growth; formulate saving, investment, import and export economic goals in line with the macro-economic framework;

▶ Establish, in collaboration with relevant bodies, a system which ensures equitable development opportunities and equitable development of regions and citizens;

▶ Conduct economic and development project analysis and research; identify strategic socio-economic issues; based on findings from socio-economic research, propose projects to relevant government bodies;

▶ Establish systems for the management of national economic account statistics and estimate quarterly and annual gross domestic product;

▶ Establish national statistical systems, standards and regulations in accordance with international statistical standards and follow up its implementation;

▶ Issue standards regarding national statistical data collected by Ethiopian Statistical Service, and determine the type of data to be collected and the collection schedule.

<u>Labour Migration</u>

The Ethiopian government has taken a reactive approach to Labour migration rather than the pro-active approach evident in its macro-economic policies and development plans. While there are policies and regulations that govern overseas employment, and migration, the latter does not feature in the macroeconomic policies and country development/strategy plans for the future.

12. The Ministry of Trade and Regional Integration

The Ministry of Trade and Regional Integration, in line with Proclamation No. 1263/2021 and Proclamation No. 916/2015, facilitates negotiations on trade and signs trade agreements that, in turn, impact labour migration and mobility.

<u>Labour</u>

Relating to labour and relevant data/information management, the Ministry of Trade and Regional Integration has the powers and duties to:

▶ Initiate policies, strategies and laws with respect to foreign and domestic trade, in particular, regional trade and economic integration with neighbouring countries and national quality assurance infrastructure; prepare detailed programmes compatible with the national development plan;

▶ Take appropriate measures to expand and modernise domestic trade and maintain lawful trade practices; lead and oversee trade relations between regions;

▶ Create conducive conditions for the expansion and promotion of the country's export trade;

▶ Establish systems for the provision of support to domestic investors in exporting their products to overseas markets;

▶ Encourage the establishment of chambers of commerce and sectoral associations, and consumers' associations, and strengthen those which are already operational;

▶ Conduct studies and research to facilitate the realisation of plans that enhance export industries that have strategic importance;

▶ Provide commercial registration and business licensing services;

▶ Perform trade competition and consumer protection functions.

13. Ministry of Foreign Affairs (MoFA)

The MoFA is in charge of all consular and diplomatic services. Other activities undertaken by the MoFA include providing protection services for Ethiopians living abroad, raising awareness among citizens living abroad about their rights and responsibilities, hiring lawyers to provide legal assistance to citizens who require it, and facilitating the signing of bilateral agreements.[36]

MoFA collaborates with a variety of stakeholders, including the National Intelligence and Security Service, MoLS, the main department for Immigration and Nationality Affairs, IOM, ILO, Attorney General, Federal Police Commission, and others.

<u>Labour</u>[37]

Relating to labour and relevant data/information management, Proclamation No. 1263/2021 gives MoFA the powers and duties to:

▶ Initiate foreign policies, strategies and laws based on the principle of mutual respect and equality that protects the interests of the people of Ethiopia and safeguards its sovereignty; prepare a detailed programme compatible with the national development plan and implement the same upon approval;

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36 ILO. 2018. MAPPING OF STAKEHOLDERS AND COORDINATION MECHANISMS ON MIGRATION IN ETHIOPIA

37 Proclamation No. 1263/2021

▶ Coordinate all relations of other government bodies with foreign states and international organisations;

▶ Provide support to relevant government executive bodies through economic diplomacy to: promote the country's foreign trade and tourism; identify and attract foreign investors; search, choose and transfer technology; and facilitate the mobilisation of financial and technical assistance from external sources.

Labour Migration

Nearly all of the MoFA's directorates have migration-related programmes or activities. The MoFA is responsible for collecting and sharing migration-related information with actors, and for coordinating with other actors for returnee repatriation.

The MoFA maintains a committee that reacts to Ethiopian migrants' evacuation requirements and is a member of the National Anti-Trafficking Task Force. It is also a part of a working group dedicated to assisting victims of human trafficking.[38]

In relation to labour migration, Proclamation No. 1263/2021 gives MoFA the powers and duties to:

▶ Ensure that the interests and rights of Ethiopians residing abroad are protected, and encourage and support associations formed by Ethiopian communities and friends of Ethiopia;

▶ Facilitate participation of the diaspora in the development of the country through ensuring diaspora engagement.

There are also several directorates within the MoFA that directly deal with labour migration issues, including:

▶ Consular Affairs Directorate;

▶ Diaspora Engagement Affairs Directorate;

▶ Directorates of Legal and International Affairs, Africa and Middle East Affairs;

▶ NGOs and International Organisations' Directorates.

14. Immigration and Citizenship Service - (ex-Immigration, Nationality and Vital Events Agency)

The main Department for Immigration and Nationality Affairs (formerly mandated under the NISS but since restructured) is responsible for issuing passports and travel papers to Ethiopians and non-Ethiopians travelling to and from the country. The agency also collaborates with the Ministry of Foreign Affairs, the International Organisation for Migration, and other partners to identify Ethiopian nationals who are stuck in other countries and need to return home.

In terms of refugees, the department collects data in partnership with ARRA, issues work permits to refugees and those with permanent resident ID in regions where foreign workers are authorised, and allows long-term refugees who have been in Ethiopia for 20 years or more to integrate locally. The immigration and Citizenship service is a member of the National Anti-Trafficking Task Force and is part of the Task Force's working group on research, and monitoring and evaluation.

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38 ILO. 2018. MAPPING OF STAKEHOLDERS AND COORDINATION MECHANISMS ON MIGRATION IN ETHIOPIA

15. Ministry of Justice (MoJ)

The Ministry of Justice, formerly the Office of the Attorney General but reformed by Proclamation No. 1263/2021, is the Government's principal legal adviser and aids in the development of legislation and legal reform, according to Proclamation No. 916/2015.

Labour

Relating to labour and relevant data/information management, Proclamation No. 1263/2021 and Proclamation 916/2015 gives the MoJ the powers and duties to:

▶ Bring together the adjudicative bodies provided under Trade Practice and Consumers Protection Proclamation No. 813/2014 and Commodity Exchange Authority Establishment Proclamation No. 551/2007;

▶ Establish systems for gathering, handling and distributing information relating to criminal justice, and provide support to the concerned justice bodies;

▶ Coordinate activities related to rehabilitation of prisoners, conduct sector-based research and training, handle tax appeals, authentication and registration of documents as well as regulate civil society organisations;.

▶ Prepare a national human rights action plan, including labour rights, in cooperation with the relevant bodies.

Labour Migration

The MoJ monitors Ethiopia's compliance with international and regional human rights accords, such as those pertaining to the rights of migrant labour, and produces national reports on the country's progress. Furthermore, the MoJ is a critical actor in the fight against human trafficking and provides support to trafficking victims.

16. Federal Police Commission

The Federal Police Commission was established in 1995 to serve the public, respect and uphold human and democratic rights, and protect the people's safety and welfare.[39]

Labour Migration

In terms of labour migration, the Federal Police Commission's mandate and function are focused on preventing human trafficking, protecting victims, and prosecuting traffickers and smugglers. Since 1996, when it began receiving complaints of deaths and abuse of Ethiopian women in the Gulf States, the Police Commission has played a key role in investigating trafficking and bringing traffickers to justice. (Working Paper on Ethiopia)

The Crime Prevention Division's Rapid Response Directorate is in charge of dealing with traffickers and victims. Anti-trafficking and anti-smuggling efforts are carried out as part of the organisation's current programmes and resources. The Commission also assists and connects victims with other stakeholders in order for them to receive prompt humanitarian aid and be reintegrated into society.

The National Security and Intelligence Service, the Attorney General, the Regional Police Commission, the Regional Security and Administration Bureaux, and the Ministry of Defence collaborate and cooperate with the Commission. The Commission also collaborates with other non-governmental organisations to ensure that victims of human trafficking receive essential assistance such as temporary housing, food, and medical care.

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39 https://apcof.org/country-data/ethiopia/

17. Refugees and Returnees Service (previously known as Administration for Refugee and Returnee Affairs (ARRA)

By Proclamation No. 409/2004, the ARRA was founded with the mission of administering refugee-related matters in Ethiopia. ARRA's principal purpose is to help and protect the physical safety of refugees, as well as to ensure that they live in dignity until long-term solutions to their situations are determined. ARRA also takes the lead in planning and administering continuing refugee initiatives, as well as providing land for camp development. ARRA is the Ethiopian government's equivalent to UNHCR, and it is the country's principal organisation for refugee protection and general coordination of refugee support activities.

ARRA also assists legislators to develop refugee-friendly laws and other project directives that take the needs of refugee-hosting communities into account. It collaborates closely with all major parties involved in refugee support and protection programmes in 27 refugee camps. Federal, regional, and municipal government authorities, UN agencies, international and local non-profit groups, and funders are among the stakeholders. ARRA also collaborates with around 40 non-governmental organisations (NGOs) to carry out various programmes. The ARRA also sits on the National Anti-Trafficking Task Force. Furthermore, the ARRA is working on a European Union-funded project entitled the "Sustainable Reintegration Support to Ethiopian Returnees from Europe."

Private sector and Associations

1. Ethiopian Chamber of Commerce

The Ethiopian Chamber of Commerce and Sectoral Associations (ECCSA) are Ethiopia's primary entities for chambers and sectoral associations. The national organisation has nine regional chambers of commerce and sectoral associations, two city chambers of commerce and sectoral associations, one national chamber of sectoral associations, and six sectoral associations constituted at the national level as members.

The Ethiopian Chamber of Commerce was first established in 1947 by Charter No. 90/47. Following a change of government in 1974, Proclamation No. 148/74 was issued, which made commercial entity participation mandatory and reformed the Chamber in accordance with the administration's economic project.

Then, in 2003, Proclamation No. 341/2003 reorganised the Chambers of Commerce in accordance with free market economic policies and the nation's Industrial Development Strategy (IDS). As a result, in 2007, the Ethiopian Chamber of Commerce was reformed and renamed the Ethiopian Chamber of Commerce and Sectoral Associations.

The ECCSA's relevant objectives include:

▶ Providing services to the business community;

▶ Safeguarding the overall rights and benefits of its members;

▶ Serving as a bridge between the business community and the Government.

2. Workers' Organisations

CETU

The trade union movement in Ethiopia is growing. membership climbed by 40% between 2011 and 2018, and employee trade union density increased from 5.4% to 7.5% within the same time period. These statistics are conservative since the teachers' organisation, which represents around 500,000 organised employees, is not recognised by the government as a trade union.[40] However, workers' organisations in Ethiopia continue to be underdeveloped, both in terms of membership and the influence of their actions on the labour market.

The Confederation of Ethiopian Trade Unions (CETU), founded in 1964, is the country's largest organisation that represents workers. It consists of nine federations and has 450,929 members organised in 1,182 trade unions. Yet, the membership of the CETU is a very small proportion of the entire labour force in the nation. This might be attributable in part to the fact that the vast majority of Ethiopians work in agriculture, typically in unpaid or self-employment.[41]

Name of industrial federations	Trade Union	Male	Female	Total	%
National Farm, Plantation, Fishery and Agro industry TU	394	104,348	60,522	164,870	0.29
Food, Beverage, Tobacco and Allied Workers TU	266	41,117	29,507	70,624	0.12
National Energy, Chemical, Mining TU	232	48,288	14,936	63,224	0.11
Ethiopia Textiles, Leather and Garment TU	243	33,952	39,749	73,701	0.13
Ethiopian Construction, Wood, Metal, Cement and others TU	313	58,341	12,066	70,407	0.12
Tourism, Hotel and General Service Workers TU	519	23,257	18,053	41,310	0.07
Ethiopian Banking and Insurance TU	17	16,677	12,608	29,285	0.05
Transport and Communication TU	51	21,419	7,453	28,872	0.05
Commerce, Technique and Printing TU	167	15,811	11,100	26,911	0.05
Total	2,202	363,210	205,994	569,204	

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40 ILO. 2018. Public Employment Services Provision and Labour Market Information Collection and Utilization: Ethiopia

41 Danish Trade Union Development Agency. 2020. Ethiopia Labour Market Profile 2020

3. Employer's Organisations

The Ethiopian Employers' Organisation (EEF), created in 1964, is the country's only federation that represents employers and their associations. The EEF now has 1,250 firms and 17 employer organisations in membership.[42] It presently has 12 regional sections, and membership is open to all private and government-owned businesses. EEF's main issues include a lack of suitable employees, particularly in branch offices, as well as insufficient financial and material resources to run the organisation properly. Following a power struggle, the two employers' organisations decided to form a new confederation in 2018 that currently represents employers in national tripartite frameworks.

4. Private Employment Agencies

Private Employment Agencies (PEAs) are private persons or organisations that are independent from the government and match offers of, and applications for, international and local employment without receiving payment from employees or being party to the employment contracts.

PEAs have generally seen far more success in finding places for job seekers than Public Employment Services Offices (PESOs). In a 2018 ILO survey, 37% of participants reported receiving workers through PEAs as opposed to PESOs.[43]

Yet, workers who are from vulnerable groups, such as women, children, and those with disabilities, are often targeted by exploitative agencies which remain in operation without intervention from law enforcement agencies or monitoring by relevant ministries. The Ministry of Labour and Skills oversees licensing of PEAs sending workers outside the country, while regional offices and local government branches provide licenses to PEAs providing domestic employment services.

The government's mandate covers the approval of employment contracts to ensure that PEAs adhere to basic labour laws. Yet, once the PEA receives its license, often very little monitoring is done to ensure that these entities function in accordance with labour laws.

Proclamation 923/2016 has attempted to address this by imposing stringent conditions on the establishment, management, licensing, and operations of PEAs.. This includes imposing administrative sanctions, if PEAs are found to be non-compliant with the obligations stipulated in the Proclamation.

I/NGOs

1. GIZ[44]

Since 2017, GIZ has been implementing its programme in Ethiopia entitled "Improving Employment Prospects for Refugees and Host Communities: Qualification and Employment Perspectives for Refugees and Host Communities in Ethiopia – 2017 to 2023." The programme looks to improve vocational education, promote employment opportunities and include refugees in the public system. It is currently operating in Benshangul, Somali, Addis and Gambella; activities in Tigray have been paused.

Vocational short-term training is provided from two weeks to six months depending on the sector. The sectors include: agriculture, manufacturing, construction, food preparation, woodwork, and textiles and garments. Available training courses vary depending on the region. After training there are employment promotion schemes with six months in-company experience or start-up support.

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42 Danish Trade Union Development Agency. 2020. Ethiopia Labour Market Profile 2020

43 Danish Trade Union Development Agency. 2020. Ethiopia Labour Market Profile 2020

44 (GIZ interview with Kristen Baalmann)

As the objective of the programme is to improve employability, programme level monitoring and evaluation (M&E) is carried out with monitoring of beneficiaries. Surveys are conducted throughout the intervention and six months after the conclusion of training courses, on a randomly sampled basis. GIZ, as an organisation, only carries out monitoring of beneficiaries on a project basis. Data collection is not carried out on a large scale or centrally collected. In many cases, GIZ uses existing data from the ILO and the Ethiopian government. However, there is currently an ongoing partnership between GIZ and a German research institute that carried out a two-year study to assess the extent to which GIZ is fostering social cohesion between the refugees and the host communities.

Ongoing projects under the GIZ "Improving Employment Prospects for Refugees and Host Communities" programme include:

▶ "Allowing people to start over successfully in their country of origin: Programme 'Migration for Development" (PME) – 2017 to 2023;

▶ "Creating jobs, promoting development: Special Initiative on Training and Job" Creation – 2018 to 2022;

▶ "Making Skills Work for Economic Transformation of Ethiopia: Sustainable Training and Education Programme (STEP)" – 2018 to 2024;

▶ "Investing to Create Jobs in Ethiopia: Cluster support in the Agriculture and Food Industry in Ethiopia (jointly with Ministry of Trade)" – 2019 to 2022;

▶ "Creating Prospects in the Clothing Industry (develoPPP for jobs): Textile Training and Career Development Projects with the Hawassa Industrial Park" – 2019 to 2022;

▶ "Advising Companies on Sustainable Commitment in Developing Countries and Emerging Economies: Business Scouts for Development Network" – 2021 to 2024;

▶ "Supporting Ethiopia's Pathway Towards Sustainable Industrialisation: Sustainable Industrial Clusters" – 2021 to 2025.

2. IOM

IOM has been supporting the Ethiopian government's efforts to manage migration successfully through a number of initiatives and programmes since 1995, when it first started operating in the country. IOM collaborates closely with Ethiopia's government to strengthen migration management and governance, including combating human trafficking and migrant smuggling, as well as supporting labour mobility and human development.[45]

IOM is also one of the primary UN agencies providing relief to migrants and IDPs in Ethiopia, particularly as UNHCR has created a 10-year strategy (2020-2030) to reduce its role as an implementer of humanitarian relief in the country and shift its focus to strengthening its role as a coordination and advocacy-focused actor. Its response in the country reaches approximately 3 million people,, with around half being reached through its response to the situation in the Tigray region and half through other responses.

45 https://www.migrationjointinitiative.org/sites/g/files/tmzbdl261/files/files/articles/iomnairobimrcprofilesethiopia.pdf

In order to carry out its various programmes and projects in the country, IOM works with a variety of Ethiopian Governmental bodies, including but not limited to:

▶ Ministry of Foreign Affairs: responding to the evacuation needs of Ethiopian migrants and combatting human trafficking;

▶ Ministry of Labour and Skills: enhancing migration governance and building regional capacity in terms of material, training, and equipment;

▶ National Intelligence and Security Service: determining the identity of nationals stranded in other countries who need to return to Ethiopia.

Focus areas of IOM in Ethiopia:

Crisis response[46]

Emergency Shelter and Non-Food Items (NFIs): IOM has been co-leading the Emergency Shelter and NFI (ESNFI) Cluster in Ethiopia with the Government and has established sub-national ESNFIs clusters in Tigray, Amhara, Afar, Oromia, and Somali regions to facilitate appropriate, effective coordination and response. It carries out the procurement and distribution of NFIs and emergency shelter kits, constructs communal shelters, and provides cash for rental assistance.

Camp Coordination and Camp Management (CCCM): IOM is co-leading the CCCM cluster in Ethiopia and has established coordination platforms at the national and sub-national levels in Tigray (Mekelle and Shire), Amhara, Afar, and Somali regions. IOM also carries out site planning, development, maintenance, and upgrades, including partitioning of communal spaces, and constructing communal infrastructures such as kitchens and distribution points in displacement sites across Ethiopia. Other ongoing CCCM activities conducted by IOM include coordination and information management, community participation and self-governance, and capacity building of CCCM stakeholders.

WASH: IOM leads WASH activities in many IDP sites and host communities across Ethiopia, including distribution of hygiene kits, water trucking, construction and rehabilitation of water points, emergency latrines, and handwashing stations, establishment of community-based water or sanitation management committees, and hygiene promotion activities

Health: IOM provides emergency health assistance through Mobile Health and Nutrition Teams (MHNTs) and Mental Health and Psychosocial Support (MHPSS) teams which provide services through mobile and fixed clinics. The MHNTs, with MHPSS teams, are providing medical consultations, basic Sexual and Reproductive Health Services (RHS), psychosocial services, screening and referral management for severe malnutrition among children, and health promotion including COVID-19 Risk Communication and Community Engagement (RCCE). IOM is also supporting the Regional Health Bureaux' preparedness for disease outbreaks, for instance through cholera preparedness and response training for health workers.

Rapid Response Fund: IOM's grants-based programme, the Rapid Response Fund (RRF), supports local and international non-governmental organisations (NGOs) through small grants to meet the urgent needs of displaced persons throughout Ethiopia through emergency response projects focused on shelter and settlements, water, sanitation, and hygiene (WASH), and education.

Transition and Recovery: IOM supports climate- and conflict-affected communities across Ethiopia to progressively resolve displacement situations and promote voluntary and informed decision-making of IDPs, via improvement of project and legislation, institutional capacity building, and community empowerment. Social and economic structures are rebuilt by working with community networks and

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46 ibid

local governments to support and strengthen local governance and project structures, to build capacity among stakeholders to prevent and resolve conflict, and to improve community self-reliance.

Other areas of work: IOM also contributes, on a lesser level, to ongoing protection projects and supports displaced persons with movement assistance by providing vehicles and other transportation.

Migration management[47]

Operation of Migration Response Centres (MRCs): MRCs are situated along key migration routes, where they fill critical gaps by facilitating the identification of migrants in vulnerable situations and ensuring that they receive appropriate and immediate support. Migrants are assisted with shelter, food, non-food items, health and psychosocial assistance, among other types of assistance. Migrants wishing to return to their places of origin are supported with assisted voluntary return and reintegration while returning migrants are provided with direct assistance and information about available services. The assistance is provided either directly at the MRCs, via mobile outreach, or via referral to partners. They operate in Semera, Metema, Dire Dawa, Togochale, and Moyale in Ethiopia.

Data and resources[48]

Displacement Tracking Matrix (DTM): IOM's DTM provides the Government of Ethiopia and the crisis response community with a reliable evidence base for planning, advocacy, and response. IOM applies a holistic view of the different trends and needs of mobile populations in Ethiopia through household level surveys, site assessments, village assessments, event tracking, flow monitoring, thematic analyses, and mobility data and epidemiological outbreak reports analyses.

The Migration Information and Data Analysis System (MIDAS): MIDAS is a border management information system developed by IOM. Informal conversations with IOM and the Immigration and Citizenship service have indicated that the government of Ethiopia has in plan to install several workstations at land border control posts (BCPs) that have recently opened or that will be established in future. The ability to monitor the flow of people at border posts would greatly enhance migration management and data

IOM/EU Joint Initiative for Migrant Protection and Reintegration[49]

Launched in December 2016 with funding from the EU Emergency Trust Fund for Africa (EUTF) the IOM/EU Joint Initiative covers 26 African countries, including Ethiopia. The projects implemented by the Initiative in Ethiopia include:

▶ Protection and return assistance: This consists of the operation of Migration Response Centres (MRCs), Assisted Voluntary Return (AVR) and Voluntary Humanitarian Return (VHR), and technical and financial support for consular services;

▶ Reintegration assistance: this consists of reception and post-arrival assistance, including limited cash provision; general reintegration activities such as orientation and training, job fairs, focus groups or counselling sessions; standardised and accredited childcare training for migrant returnees and others in their communities of origin, and assistance with a job placement; and employment training and placement of around 10,000 returnees over the next two years, while also funding individuals possessing business ambitions via a partnership with the Mastercard Foundation's BRIDGES programme;

47 ibid

48 ibid

49 https://www.migrationjointinitiative.org/countries/horn-africa/ethiopia

▶ Capacity building for governments and local stakeholders in the sphere of migration governance;

▶ Migration-related data collection and analysis.

Joint Labour Migration Programme (JLMP)[50]

IOM, in partnership with the African Union Commission, ILO, and Economic Commission for Africa, plays a key role in the JLMP in Africa. The JLMP is a long-term alliance between the four organisations and the United Nations Development Programme (UNDP) to implement the 5th Key Priority Area of the Assembly of Heads of States and Governments' Declaration and Plan of Action on Employment, Poverty Eradication, and Inclusive Development (AU/Assembly/AU/20(XXIV)/Annex 3) in 2015. Its approach focuses on intra-African labour migration and supports the AU's Agenda 2063's First Ten-Year Implementation Plan and the Sustainable Development Goals through 2023.

The JLMP's goals and objectives stem from a long-term goal of developing an effective labour mobility regime in Africa for integration and development, as well as the required governance to support it. It focuses on supporting intra-continental worker free movement as a critical method of achieving regional integration and development in Africa, with the following outcomes as its key activity areas and actions:

▶ Increased ratification and implementation of international labour standards;

▶ Implementation of free circulation regimes in RECs and adoption of national project;

▶ Expanded engagement of labour institutions in labour migration governance;

▶ Tripartite Project Dialogue and coordination at national, REC and continental level;

▶ Decent work for migrant workers with effective application of labour standards;

▶ Extension of social security coverage to migrants;

▶ Resolution of skills shortages and increased recognition of qualifications;

▶ Obtaining relevant and comparable labour migration and labour market data.

In addition, the Programme is critical in implementing the African Union's Migration Project Framework for Africa and its 2018-2030 Plan of Action, which were both adopted by the AU Executive Council in January 2018. It also intends to put the Global Compact for Migration and other labour migration rules into practice.

Since July 2018, the JLMP has been implemented through a number of projects, including the Swedish International Development Cooperation Agency's (SIDA)-funded 'Priority Implementation Actions of the AU-ILO-IOM-ECA Joint Programme on Labour Migration Governance for Development and Integration in Africa (JLMP Priority)'.

Another important element is the SIDA-funded Capacity Development in Migration Statistics project, which began in 2019 and brings together the African Union, Statistics Sweden, and four African regional economic communities to improve the availability of regular, high-quality, and up-to-date migration statistics for use by African Union Member States and other relevant actors across the continent.

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50 https://jlmp.au.int/en/about, https://ethiopia.iom.int/news/press-releases-joint-labour-migration-programme-launches-new-four-year-phase-catalytic-actions, https://www.migrationjointinitiative.org/news/returnees-ethiopia-get-skills-and-job-placements

3. UNHCR[51]

The UNHCR's fundamental mandate concerns refugees, and it is responsible for leading and coordinating international action for refugee protection as well as the search for durable solutions in Ethiopia. Through its representation at the United Nations Liaison and Representational Office at the African Union, UNHCR advocates at the African regional level in Ethiopia, with the goal of influencing Africa's policies on refugees and IDPs, as well as ensuring protection, assistance, and access to services.

UNHCR also collaborates closely with the Administration for Refugee & Returnee Affairs (ARRA), and the two organisations have around 40 implementing partners working across various sectors. The ARRA is the primary governmental counterpart of UNHCR in Ethiopia. ARRA is the leading agency in the protection of refugees and overall coordination of refugee assistance interventions in Ethiopia. However, over the next 10 years, UNHCR plans to shift to a role focusing on coordination, partnership facilitation, and advocacy, reducing its role as an implementing actor, including with the ARRA.

Refugees, returnees, internally displaced persons (IDPs), and other vulnerable groups are encouraged to become self-sufficient, enjoy freedom of movement, participate economically in society, and benefit from improved national services and protection mechanisms under UNHCR's 10-year national plan. This plan focuses heavily on voluntary repatriation to countries of origin, facilitating the voluntary return of Ethiopian nationals from Djibouti, Kenya, Sudan, South Sudan, and Yemen. It also aims to strengthen complementary pathways, family reunification, and improved refugee resettlement, in order to provide the best possible solutions for refugees.

Freedom of movement and inclusive livelihoods benefits will be pursued through private sector engagement, notably in Assosa, Jijiga, and Gambella. Existing investments in Melkadida would be leveraged to attain agricultural livelihood sustainability under the strategy. In terms of IDPs, UNHCR plans to expand its collaboration with the Durable Solutions Initiative (DSI) and implement new capacity-building and high-level advocacy programmes.

To support local governance, UNHCR has identified, as part of the 10-year plan, a goal of strengthening partnerships with UNICEF, ILO, World Bank, FAO, UN Habitat, UNDP, and the IFC. To address the needs of IDPs, UNHCR plans to further its engagement with the National Disaster Risk Management Commission and the Ministry of Peace, along with partnerships between NGO consortia, the ICRC, and the Ethiopian Human Rights Commission.

Focus areas of UNHCR in Ethiopia:

Protection: UNHCR implements activities aimed at enhancing best interest procedures, capacity development of national systems including birth registration, and strengthening mental health and psychosocial support for children. Additionally, it provides gender-based violence case management, community-based complaint mechanisms, and protection monitoring and mainstreaming. UNHCR also leads the national Protection Cluster.

Health and water, sanitation and hygiene: UNHCR focuses on mitigating excess morbidity and mortality and controlling outbreaks of communicable diseases including COVID-19 by ensuring access to comprehensive primary health care services, referrals and strengthening disease surveillance and response. It also works to optimise water supply infrastructure, replace fuel pumping systems with solar powered models, and connect water systems to the national grid. Moreover, it focuses on strengthening water supply management schemes with partners and regional water bureaux and promoting sustainable sanitation solutions.

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51 https://reporting.unhcr.org/document/1976, https://reporting.unhcr.org/ethiopia?year=2021#toc-narratives

Shelter and core relief items: As part of UNHCR's emergency preparedness and response plan, it prioritises the provision of core relief items and emergency shelter for new arrivals and climate and conflict-affected populations. It aims to gradually replace core relief items with cash assistance, depending on local market absorption capacities. UNHCR also co-leads the CCCM Cluster, and contributes to ESNFI clusters in Afar, Amhara, and Tigray.

Education: UNHCR aims to build upon the Government of Ethiopia's pledges at the Global Refugee Forum by ensuring that refugees are increasingly included in the national education sector investment plans alongside host communities.

Resilience and durable solutions: UNHCR seeks to secure durable solutions for people of concern by ensuring the issuance of documentation, increasing refugee self-reliance through the promotion of livelihoods, enhancing freedom of movement and the right to work, and advocating for the inclusion of refugees in national services.

Information and data: UNHCR collects data on Ethiopia's refugee camps through a registration system on a rolling basis. Data collection is based on a standard indicator questionnaire conducted at the field level with an in-country team for data collection, and another for data management. UNHCR also carries out needs-based surveys. However, the last needs-based survey it carried out widely across Ethiopia was a skills survey in 2017.

► **5**

Data collected and produced by key stakeholders

▶ 5. Data collected and produced by key stakeholders

5.1 The LMMIS currently

As of writing this report, an integrated labour market and labour migration information system does not yet exist in Ethiopia.

The main actor, the Ministry of Labour and Skills (MoLS), is in the process of developing an integrated LMIS (without provisions for labour migration data) that will provide timely data by region and district for labour demand and labour supply, which should help improve policy making. As it stands, the ministry manages labour market information and labour migration information separately, through different platforms and mechanisms.

The backbone of the effort to develop an LMIS lies in the work that the previous Jobs Creation Commission had undertaken. Following its inception, the Jobs Creation Commission was tasked with mapping out labour market data producers and creating a beta version of the country's first Labour Market Information System (LMIS)[52]. This task was carried out in order to harmonise job seeker data collection across the country and create an information system that could effectively inform Ethiopia's labour project.

The ex-JCC had systematically identified data sources and matched them to indicators it used for project development and monitoring and evaluation of job creation efforts. However, because a major part of the Job Creation Commission's work was centred on accelerating nationwide job creation efforts and focusing on the M&E component of the latter, to our knowledge the data directorate emphasised data coming from the one-stop service centres at woreda level, where individuals register as job-seekers, technical and vocational schools register their offerings, and enterprises register the jobs created. This data is collected through templates directly created by the JCC and distributed across the regions for harmonisation. It is evident that the job creation component, a core element of the JCC's mandate, carried through into the base LMIS itself. It is only recently[53], in 2020, that the institution developed "labour market statistics guidelines for producers of statistical indicators", which detail the concepts, definitions and frameworks with which to address data production. The guidelines are based on ILO standards and use the decent work indicator framework as a base.

In fact, in 2020, the Commission signed a partnership agreement with Zenysis Technologies Inc., a Silicon Valley firm, to further develop and roll out the country's National LMIS within a six-month period, carrying forward the work the Commission had already started. The platform was structured so that raw data from government, private sector, and NGOs is fed into a centralised system and a software created by Zenysis then provides analysis based on computation of various data for a predetermined set of indicators identified by the resident labour economist. A significant amount of data is aggregated directly from the previous Commission's mobile app, Ethioworks, which was rolled out at the beginning of 2020 across 121 woreda One-Stop Service Centres to collect data on job seekers.

This platform, known as JEDI[54] (Jobs Enablement and Data Interoperability), has laid the foundations for a more comprehensive LMIS in Ethiopia. It does not include provisions for labour migration data. It was conceived to be a platform that could digitise and automate services for job seekers, employers, and employment agencies, but most importantly provide data in a digestible manner for the prime minister and other policy makers through customisable dashboards, as well as provide an avenue for labour

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52 https://lmis.jobscommission.gov.et/

53 source: key informant interview with JCC staff.

54 https://jobscommission.gov.et/jobs-enablement-and-data-interoperability-jedi-platform-expands-to-help-acceler-ate-employment/

market intelligence. Analysis capabilities of the platform remain limited to computing a predefined set of indicators based on international labour market analysis standards. A second phase, to expand it, started in May 2021 and its implementation is still ongoing. The expansion of the platform will integrate 18 additional data sources into the JEDI platform, including job creation reports, education data, and labour force and employment surveys. Presently under the current MoLS, the platform is designed to improve the programme monitoring and labour market analysis capabilities of the ministry and allow it to accelerate job creation.[55]

Concurrently, the MoLS still publishes an annual labour bulletin in hardcopy which consolidates data from the Ethiopian statistical Service (ESS), the ministry of education (MoE), the Federal Civil Service Commission, and regional bureauxs. The bulletin is a remnant of the work of the previous Ministry of Labour and Social affairs (MOLSA) and includes information on various labour topics not included in the JEDI platform, such as for example figures on occupational injuries and industrial relations, as well as summary data of Ethiopian labour emigrants. There is no digital version available for dissemination to the public, and all data is received from other institutions for analysis purposes but not stored systematically.

A similar document, only published once and titled "State of Jobs"[56], was produced by the previous Jobs Creation Commission and is to date one of the most comprehensive labour market studies of demand, supply, and linkages in Ethiopia. The document was an analytical piece carried out with both quantitative and qualitative techniques, and holds key insights of the relationships present within the labour market. Other ad hoc studies are commissioned often by the ministry and/or by international organisations, like the "Summary report on Ethiopia's Key Indicators of the labour market (KILM)"[57] published in 2021. However, but are again mostly limited to just an analysis of indicators

In addition, in 2021, the ex-Ministry of Labour and Social Affairs (now the Ministry of Labour and Skills), had also signed a memorandum with the Ministry of Innovation and the ILO in order to create a more integrated LMIS to be implemented by 20 governmental and private institutions[58]. The system would also include features of a national jobs portal, job advertisement, linkages between TVET and industry, job seekers' profiles as well as job matching capabilities. To our knowledge this LMIS memorandum of understanding is to build on the efforts already underway, and has not yet taken form.

Because of the restructuring, the ministry is committed to creating synergy between the various moving parts, looking to integrate all of these into one structure, and effectively using the various data platforms/analyses mechanisms as the basis for developing a more comprehensive labour market information system that interfaces with other key institutions, following the government's national strategy for statistics development. In fact, beyond the above, parts of an LMIS also currently exist in various ministries and agencies, and for certain sectors of the labour market. Collection and compilation of data happens through various sources, but analytical capacities and tools are lacking. Mostly, analyses are at the level of monitoring indicators, with limited analyses of relationships within the labour market, and no econometric models and projections to help anticipate gaps and needs in the labour market.

Meanwhile, the Ethiopian Statistical Service (ESS) remains the main statistical source of labour market and labour migration data. It runs household and establishment surveys that collect labour and migration information. The ESS is in the midst of creating an integrated MIS between itself and other ministries, although the system is lacking cross-ministry support or regular labour market information. The ESS has converted to an almost completely digital data collection, processing, and storage method. The

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55 Jobs creation commission. Accessible at: https://jobscommission.gov.et/jobs-enablement-and-data-interoperability-je-di-platform-expands-to-help-accelerate-employment/

56 2019, JCC, "State of Jobs 2019", Federal Democratic Republic of Ethiopia. Accessible at: https://jobscommission.gov.et/wp-content/uploads/2019/11/JOBS-CREATION-REPORT-FINAL-HIGHRES-FILE_24_OCT_2019.pdf

57 2021, Getachew. Y - Summary Report on Ethiopia's Key Indicators of Labour Market (KILM). Ministry of Labour and Social Affairs.

58 https://www.ena.et/en/?p=26048

organisation has sufficient tablets for each survey to be carried out using Computer-Assisted Personal Interviews (CAPI) using Cspro. The ESS is also in charge of implementing the Ethiopian Data Quality Assurance framework (EDQAF) designed to ensure the quality of data gathering, processing and output of governmental institutions. However, because of the inexistence of data sharing and access protocols at government level, the ESS is not able to monitor the quality of data produced by other government agencies because its access to data from the latter remains restricted, and therefore is not able to implement the framework. Data inaccessibility and the lack of sharing mechanisms between various institutions remains one of the major hindrances in creating an effective and efficient labour market and labour migration information system, as well as in ensuring the harmonisation of definitions and concepts.

The Ethiopian Investment Commission (EIC) has an LMIS for industrial parks. This is a system set up to match the labour demand by industrial parks to the labour supply from nearby areas. The critical challenge in the labour market in Ethiopia currently is the mismatch between labour demand and supply, with few effective organisations to support job seekers, and the existence of structural unemployment. Beyond these organisations, there are a number of additional institutions that hold relevant data (mostly administrative) that can be of use for the LMMIS, but up until now integration and collaboration has been lacking.

The Programme Coordination Office (PCO), run together with the World Bank, is also in the final stages of setting up an MIS for their safety net programmes which provide public works and support vulnerable groups. Meanwhile, the Ethiopian Statistical Service (ESS) has an integration MIS with other ministries, although it does not produce a frequent matching of labour demand or supply.

There are other information systems in various line ministries and government agencies that are being set up, or are already existent, which are important to the LMMIS. Notably, the Ministry of Education, the Ministry of Women and Social Affairs, and the Civil service commission have their own information systems from which an LMMIS could draw data. However, systems are not built with data sharing capabilities in mind, and without a data sharing protocol and data sharing mechanisms set up, drawing data from these systems has proven difficult. For example, the JEDI platform does not pull data it needs automatically from the Ministry of Education's information system, nor from the Ethiopian Investment commission. Data is instead supplied to the platform via CSV or excel tables by request and not on a regular basis.

The MoLS has recently signed a memorandum of understanding with 5 key institutions to push forward data sharing in relation to the LMMIS, and will look to create a strategy to solve the aforementioned issues.

Labour migration data, for its part, is either found in the household surveys of the ESS, or is handled by the Ministry of Labour and Skills through a migration data portal handled internally, or by the immigration and citizenship service through its various data and information management systems.

The ESS runs household and establishment surveys that collect some migration information, albeit not exhaustive. The main sources for stock and flow data often do not contain variables that are of importance to computation of labour migration indicators. The last labour force survey was the first time labour migration and migration in general were topics within the survey. The institution is hoping to run these surveys on a more regular basis, which will produce good data on labour migration.

The MOLS holds mostly emigrant data, as it oversees the issuance of legal permits for Ethiopians seeking to work abroad. Unfortunately, the MOLS migration data portal went offline at the beginning of the pandemic for technical reasons and therefore information is still collected manually and then re-entered into excel at the MOLS. It is stored digitally, but is not accessible. Key informant interview undertaken for this report indicated that the migration portal is part and parcel of the MOLS' plans to create an integrated LMMIS.

The immigration and citizenship service collects data on migration and vital events. It is the main source for flow statistics as it is tasked with the management of entry and exit information and border control. However, from informal informant interviews we were able to understand that the institution operates four completely unconnected systems, so the data is not stored in one central data hub. The institution does not have any internal procedures for data collection, sharing or protection. In fact, data is only shared with other government agencies on an ad hoc basis rather than through a data sharing protocol.

In addition to the above, a large body of administrative data is collected, and could complement these systems with information that cannot be collected by other ministries. In particular, there is data from private employment agencies, from the public and private employees social security agencies, from trade unions and employers federations, and from various other sources. These registers are unfortunately often either of data collected manually and stored in paper form, or collected manually and then transferred on excel workbooks that are not stored in dedicated servers and have data quality issues that arise from input errors. Furthermore, the registers generally lack standard/harmonised variables, definitions or concepts,[59] and so cannot be used for the production of statistical data.

The above is the context for the following sections. In the next sub-section we will present summary tables of the labour and labour migration statistics sources available in which we will outline the labour or labour migration topics each source covers. The tables will be followed by some more contextual detail on the major data collectors and producers in the labour market and labour migration ecosystem in Ethiopia, expanding on the specificities of each data source. We will use the same DW indicators framework[60] to assess the labour characteristics covered by various sources, and the 20th ICLS guidelines adopted in regards to labour migration statistics.[61]

For some of the data sources, our analysis will be limited to information gathered through key informant interviews, as details (including definitions) of data collected by these sources were not made available to the team.

59 Where there are standard definitions and concepts, there is a lack of harmonisation of the latters across registers, which makes comparability and use for statistical purposes difficult.

60 Decent work indicators : guidelines for producers and users of statistical and legal framework indicators: ILO manual: second version / International Labour Office. - Geneva: ILO, 2013

61 Report I. General report: Twentieth International Conference of Labour Statisticians (Geneva, 10–19 October 2018), International Labour Office. Accessible at: https://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/publication/wcms_644595.pdf

5.2 Summary information on the sources of labour and labour migration statistics

▶ Table 3

Summary information of official statistical sources

Frequency	Labour topics	Labour migration topics	Data process
Organisation: ESS			
Source: Census			
Latest year: 2007			
10 years	**Employment:** status, **Sector:** occupation, industry **Earnings:** individual earnings per month, household income Working conditions: hours usually worked, disability, occupational injury.	**Internal:** Region of birth, region of previous residence, rural/urban (type of residence), how long lived in current residence	Digital data collection using tablets and Cspro. Transferred to centrally located server. Processed and cleansed digitally. Stored digitally and publicly on ESS's MIS, microdata available upon request.
Source: Integrated Labour and Migration Survey (LMS)			
Latest year: 2021			
Five years (planned to change to every three years)	**Employment:** Last seven days employment, usual employment, status **Sector:** occupation, industry **Earnings:** individual earnings per month **Working conditions:** hours usually worked, working conditions, occupational injury, informal sector, child labour, underemployment, **Unemployment:** reasons, length, search	**Internal:** Region of birth, region of previous residence, rural/urban (type of residence), how long lived in current residence **International:** Country of birth, country of citizenship, second country of citizenship, country of previous residence for foreigners, country of previous residence for citizens who lived abroad but returned. **Immigrants:** Yes **Emigrants:** Yes **Return migrants:** Yes Reason for **migration:** Yes **Remittances**: Yes	Digital data collection using tablets and Cspro. Transferred to centrally located server. Processed and cleansed digitally. Stored digitally and publicly on ESS's MIS, microdata available upon request.
Source: Urban employment, unemployment survey			
Latest year: 2020			
Annual (planned twice a year)	**Employment:** Current employment (activity status), status **Sector:** occupation, industry **Earnings:** individual earnings per month, household income, **Working conditions:** hours usually worked, disability, occupational injury.	None	Digital data collection using tablets and Cspro. Transferred to centrally located server. Processed and cleansed digitally. Stored digitally and publicly on ESS's MIS, microdata available upon request.

Frequency	Labour topics	Labour migration topics	Data process
Organisation: ESS			
Source: Socioeconomic survey			
Latest year: 2018/19			
Baseline for future waves Joint programme with World Bank Living Standards Measurement Study-Integrated Surveys (LSMS-ISA)	**Employment:** labour and time-use **Sector:** occupation, agricultural and livestock ownership and production **Earnings:** food and non-food expenditure	None	Digital data collection using tablets and Cspro. Transferred to centrally located server. Processed and cleansed digitally. Stored digitally and publicly on ESS's MIS, microdata available upon request.
Source: Household consumption expenditure (HCE)			
Latest year: 2015/16			
Five years	**Employment:** status **Sector:** occupation, industry/economic sector, agriculture, SMEs **Earnings:** expenditure	None	
Source: Welfare Monitoring Survey (WMS)			
Latest year: Joint with HCE			
Source: Demographic Health Survey (DHS)			
Latest year: 2016			
2 years	**Employment:** Seven days and usual employment	None	
Source: Ethiopian National Child Labour Survey			
Latest year: 2021			
	Employment: Last Seven days employment, household chores, status **Sector:** occupation, industry **Earnings:** use of earnings Working conditions: hours usually worked, working conditions, disability, occupational injury	**Internal:** Region of birth, region of previous residence, rural/urban (type of residence), how long lived in current residence **International:** Country of birth, country of citizenship, second country of citizenship, country of previous residence for foreigners, country of previous residence for citizens who lived abroad but returned	

Frequency	Labour topics	Labour migration topics	Data process
Organisation: ESS			
Source:			
Latest year: 2015			
	Employment: Household chores, status **Sector:** occupation, industry **Earnings:** use of earnings **Working conditions:** hours usually worked, frequency, disability, work conditions.	None	
Source: Large and medium manufacturing and electricity industries survey			
Latest year: 2016/2017			
Annual	Industrial group, form of ownership, persons engaged by nationality, sex and total wages, salaries	None	
Source: Urban distributive trade survey			
Latest year: 2014			
Five years	Industrial group, form of ownership, persons engaged by nationality, sex and total wages, salaries	None	
Source: Establishment census			
Latest year: Planned			
Source: Quarrying and mining survey			
Latest year: Planned			
Source: Tourism and hospitality survey			
Latest year: Planned			

▶Table 4

Summary table of Administrative sources

Org	Source	Labour topics	Labour migration topics	Data process
MoLS	OSS administrative records/ Federal Job Creation and Food Security Agency.	Job seekers New enterprise creation Number of members of newly established enterprises Enterprise performance and revenue status Share of over/under qualified people	N/A	Data collected through manual registers at local level, entered into excel and transmitted to regional bureaus and then to the MOLS. Data is then stored electronically in excel format. Data is not disseminated
	TVET	Skills and qualifications Occupation training TVET enrolment trends, TVET level and institution ownership	N/A	
	Public Works (PW) programme	Poverty levels (by Proxy Means Test (PMT)), occupation, income, dependents, work programme	N/A	
	Employment of expatriates		Employment of expatriates: work permits issued by education, occupation, industry, marital status, age, region and sex	Data collected from other institutions and disseminated as bulletin
BoLSA	Records of Public Employment Service Offices (PESO)	Registered job-seekers by occupation, level of education, age, region and sex Placement of job-seekers	N/A	
	Licensed Local Private Employment Agencies (LPEAs)	Registered job-seekers by occupation, level of education, age, region and sex Placement of job-seekers	N/A	
	Inspectorate reports	Occupational safety and health, accidents by industry and location	N/A	
	Labour relations	Labour disputes and labour inspections	N/A	

Org	Source	Labour topics	Labour migration topics	Data process
MoWSA	Vulnerable groups and social protection	Register of vulnerable groups receiving money, occupation, dependents, income, income support (the Permanent Direct Support (PDS) and Urban Destitute Support (UDS) joint with World Bank)	N/A	
MoA	Rural job creation department	Rural job seekers, rural job creation, duration of unemployment, qualifications	N/A	
	Rural poverty safety net programme (RPSNP)	Rural poor, occupation, agricultural holdings, income, dependents, income support	N/A	
EIC	Industrial parks MIS	Jobs available in industrial parks, local job supply, job placement, industrial relations	Internal migration: original location in Ethiopia	
MoE	Education records	Exam results, subjects, level, highest year of education, number of graduates	N/A	Education Management Info system – digital entry, processing and management. Statistics are derived.
Civil service commission	Records on public employees	Public service employment by age, salary, education	N/A	Integrated Civil Service Management Information System put in place. Digitalising records. Not yet fully operational.
Public servants' social security agency	Administrative records: public social security payments	Social security coverage		
Private organisations, employees' social security agency	Administrative records: private social security payments	Social security coverage		
Ministry of Revenue	Tax registration		Migrant worker tax identification	
Ministry of Finance / National Bank of Ethiopia		Production/ expenditure (GDP), productivity	Remittances	

Org	Source	Labour topics	Labour migration topics	Data process
Immigration and citizenship service	Vital events registration system	Birth certificates Marriage and divorce certificates Death certificates		There are four different information systems – VERS, IICIS, eVisa, PISCES. Data entry at border stations is manual, often not transmitted centrally unless for entry at Bole international. Systems are disjointed. Data is stored both in paper format and electronically.
	Border control		Visas Entry and exits	
Ministry of Foreign Affairs (MoFA)	Permits		Residence permits Work permits	
Refugee and Returnee service			Integration, skills, occupation, income/ expenditure	
MoJ				
Federal police				
CETU/EEF	Government agreements	Collective bargaining		
	Complaints/court proceedings	Disputes		
	Complaints/court proceedings	Occupational injury		

▶Table 5

Summary tables of international organisation data sources

Org	Source	Labour topics	Labour migration topics	Data process
World Bank	Enterprise survey (2015/16)	Industrial group, form of ownership, persons engaged by nationality, sex and total wages, salaries	None;	Digital collection, delivered in batches, digital checks and cleaning and dissemination. Metadata and microdata available.
UNHCR	Refugee camps registration		Number of refugees, skills Internal migration and international migration through origin questions	The systems are L3 and Progress 4 and are global systems thus use international standards. They are based on a standard indicator questionnaire at field level. The registration is done on a continuous basis and there is a team in each country for data collection, and another for data management. Ms. Ndawula will connect us with the teams for data collection and management in Ethiopia.
	Livelihoods Programme Monitoring Beneficiary Survey (2019)		Occupation, income,	Digital collection, delivered in batches, digital checks and cleaning and dissemination. Metadata and microdata available.
	Need-based surveys		Integration, skills, employment, occupation, wages, working conditions of refugees	Internal use
GIZ	Programme-based baseline, endline surveys	Job creation by sector	Integration of refugees to communities	Internal use No central system, project based data collection

5.3 Details of key labour data sources and producers

1. Ethiopian Statistics Service

The Ethiopian Statistical Service (ESS), and formerly the Central Statistical Agency (CSA), and established as the Central Statistical Office (CSO) has the central mandate to collect data across Ethiopia.

Over the years the institution has undergone several restructures. In 1972 the CSO was re-established in 1972 by proclamation No. 303/1972, accountable to the Planning Commission. It was again restructured to become the CSA in 1989 accountable to the Council of Ministers.

Currently, under the government restructure many of CSA's mandates have been transferred to the Ministry of Planning and Development. Under the previous restructure in 2005 by Proclamation No. 4422005 on 20th April 2005, the CSA was made accountable to the Ministry of Finance and Economic Development, in particular the Planning and Development Commission (PDC).

In the new structure, many of the CSA's mandates have been transferred to the oversight of the Ministry of Planning and Development (as per Proclamation 1263/2021) and restructured into the ESS.

Structure of the previous CSA

The CSA's structure has three deputy director generals with six subject matter/core directorates, three technical support directorates and 12 support directorates.. On top of this, there are 25 statistical branch offices across the country.

At the establishment of the CSA, the approved human resource size was 3,828. Of these, 741 (19.4%) were to be professionals, 1797 (46.9%) sub-professionals and 1290 (33.7%), support staff. However, the current total size is only 2,492. The 25 branch offices account for 77% of those in position. The huge size of staff in the field offices has been due to the fact that data collection activities are carried out at the branch offices. Unfilled posts account for 35% (1,336) of the establishment size.

Within the CSA there is a National Statistical Data Quality and Standards Coordination Directorate (NSDQSCD). They apply the Ethiopia Data Quality Assessment Framework (EDQAF) to CSA's data, and to other data producers within the government. Produced in 2011, the EDQAF was designed *"to introduce a comprehensive quality assessment programme that summarises the quality of NSS data outputs for the benefit of both data producers and users, and that identifies quality problems and potential quality improvements and brings them to the attention of producers and senior managers for action."*

A new EDQAF is presently being developed, led by the Ministry of Planning and Development. However, one of the major obstacles to data quality monitoring has been the lack of data sharing protocols, as well as poor data use culture by various institutions. The ESS does not have the mandate to force institutions to provide it data, nor the mandate to push for harmonisation and standardisation of data registers and variables. This presents difficulty in creating interoperability of data sources, especially administrative ones.

Data sources

The below are the major statistical data sources and surveys from which labour data and labour migration data can be computed.

Population Census

Household Surveys

National Labour Force Survey

Urban employment, unemployment survey

Household consumption expenditure (HCE) survey

Welfare Monitoring Survey (WMS)

Demographic Health Survey (DHS)

Establishment Surveys

Large and Medium Manufacturing and Electricity Industries Survey

Urban Distributive Trade Survey

Small Scale Manufacturing Survey

Report on urban informal sector sample survey, January 2003

The above data sources have been appraised in detail and each evaluated source has been included in the annex of this document. Details cover information on data entry, storage, dissemination as well as coverage and topics. More detailed data is set out in the annex

2. Ministry of Labour and Skills

The New Ministry of Labour and Skills (MoLS) has now inherited both data collection and production of the former Jobs Creation Commission (JCC) and the former Ministry of Labour and Social Affairs (MoLSA). Through our KII we gathered that in its next year plan the MOLS has the following objectives in regards to data and information systems:

1. Collect and distribute resources and infrastructure required for information systems;

2. Provide training for 200 professionals from each region;

3. Publish and disseminate statistical journal and directory with detailed information on enterprises in the sector;

4. Conduct field inspection, verification and feedback of the semi-annual job creation report and sample existing enterprises at all levels;

5. Develop a national labour market information system and generate data on five labour market indicators;

6. Prepare and distribute a digital annual Labour Statistics (Gender, Age, Education, Occupation and Disability) bulletin to users based on data for the fiscal year 2013 (Ethiopian Calendar);

7. Complete a KILM data market report;

8. Conduct surveys in selected construction industries on occupational safety and work environment problems and solutions in collaboration with the Construction Works Supervision Authority;

9. Conduct a survey to transfer those in the informal economy into the formal economy.

These objectives carried through from JCC and MOLSA activities. Below we provide more information about the data collection activities of these two institutions:

MOLSA:

The former MOLSA produced an 'Annual Labour Market Information Bulletin' that is paper-based only and focuses on urban areas. This collects information from secondary sources and the regional bureaux.

Chapter 1 summarises the Labour Market situation with data mainly from the CSA. This includes (broken down by urban area, sex, age): urban population activity status, employment to population ratio, employment by occupation and industry, hours of work, those seeking more work, wages and earnings and employment in the informal sector from the urban employment/unemployment survey. It also categorises the unemployed population by sex, age and urban area.

Chapter Two sets out higher-level education and training in urban areas. This mainly discusses the Technical and Vocational Education and Training (TVET) programme using data from MoE. This includes: TVET enrolment trends by sex, TVET level and institution ownership.

Chapter Three looks at employment services, using data collected mainly from the Regional Labour and Social Affairs Bureaux/Agencies/Offices. This includes distribution of Public Employment Service Offices (PESO) and Licensed Local Private Employment Agencies (LPEAs). The local agencies also keep and publish the registered job-seekers by occupation, level of education, age, region and sex. To try and match these, they also publish reported vacancies by occupation, industry, age, region and sex. While these are officially reported vacancies, the report also produces vacancies compiled from newspapers by MoLSA by education and salary level and years of experience. Finally, the placement of job-seekers, by occupation, industry, region, age and sex.

Chapter Three also presents administrative data on employment of expatriates: work permits issued by education, occupation, industry, marital status, age, region and sex from MoLSA.

Finally, the chapter presents the public service employment by age, salary, education from the Federal Civil Service Commission; and the number of jobs created in MSEs (excluding entrepreneurs) by region and sex, permanent and temporary workers, and sector with information taken from the Federal Job Creation and Food Security Agency.

Chapter Four is on industrial relations: occupational safety and health, accidents by industry and location from the Regions/BoLSAs; social partners, collective agreements, and trade unions from the CEEF ; and labour disputes and labour inspection from BoLSA.

And finally Chapter Five is on social security. It presents social security in the public (public servants social security agency) and private sector (private sector social security scheme).

The Jobs Creation Commission (JCC):

As mentioned in previous sections, the JCC, which was established to monitor the job-creation agenda, collects data of registered job seekers, skills training administered, and enterprise data at the local level through the one-stop service (OSS) centre network at the woreda level.

The data is produced for internal consumption and for use by project makers and is not published in disaggregated form. The units are persons and establishments. The collection of data is through tablets, and is collated centrally. The registration of job seekers happens at the OSS's at woreda level, where demographic characteristics are registered.

Some top-level indicators derived from these registers (provided to the team through KII) are:

▶ Share of over/underqualified people

▶ Numbers registered in the job seeker list

▶ Structure of job seeker registered in the job seeker list by additional skill training

▶ Structure of employment by sector, type of institution and by enterprise scale level

▶ Closure rates of enterprises

▶ Total number of enterprises established in each sector

▶ Total number of members of newly established enterprises

▶ Total number of employment opportunities or jobs created in each sector

▶ Enterprise performance

▶ Revenue status of enterprises by national market linkage

▶ Revenue status of enterprises by international market linkage

▶ Enterprise Growth Rate

▶ Credit return rate of Enterprises

While these records can be a good source for statistics, harmonisation efforts across the regions have been difficult.

Furthermore, the records are not always kept up to date, e.g., entries are not adjusted often when job seekers have found employment. The MOLS, continuing the JCC's work, is increasing interoperability and quality of data for both internal M&E purposes, as well as for input into the JEDI platform. The new structure of data collection and management is not final and official. While key informant interviews have given an overall understanding of objectives, further discussion between ILO and the MOLS is needed to understand the specificities of the systems.

The Jobs Enablement and Data Interoperability (JEDI) platform:

As described briefly at the start of this chapter, the JEDI platform is a platform designed for policy making, mainly for internal use by the JCC to carry out labour market intelligence, and through a dashboard for use by the prime minister's office and regional policy makers. Through the platform, the JCC also publishes a very limited labour market intelligence report, and an annual report consisting of a select number of labour market indicators.

The platform is built on open-source software, and adapted in-house by Zenisys technology, the technology firm in charge of building it. Initially the platform was fed the following data-sets:

Phase 1: a) Private Organisation Employees Social Security Agency (POESSA)

b) Ministry of Trade & Industry

c) Ministry of Education

d) Ministry of Science and Higher Education (dissolved after restructuring and mandate and duties taken on by the MOE))

The Jobs Creation Commission undertook major strides to create the necessary institutional coordination mechanisms to ensure that the data dissemination from these institutions was consistent and with the necessary quality required.

Microdata is received by Zenisys through CSV files or excel extracts from institutions, even when an MIS exists, like in the case of the Ministry of Education. Unfortunately, the lack of software interoperability creates difficulty in scraping data through dedicated APIs, and therefore pulling the variables of interest is often not possible. This data must go through a rigorous validation exercise on the platform which uses program logic to comb through the variables and compute these against previous calendar year data or the defined variable lists. Once validated, the software calculates a set of indicators that are defined according to international labour statistics standards and can be viewed through the dashboard.

The list of indicators is extensive, and is provided by the in-house labour economist, who suggests the indicators based on the available data and variables he concludes are good enough from which to compute the relevant statistics.

There have been some issues in the integration of datasets, but also in the access to data altogether. For example, university data access varies according to whether the institutions is private or public. Private university data is not available easily, and when it is comparability across universitites is an issue becaue there is no standard data collection and harmonisation of concepts/templates. While public university data is accessible, often data quality is very poor. In the same manner, TVET institutions don't aggregate to a central data point and often don't collect data in a manner that is usable for analysis.

Time lag is another particular problem, whereby datasets are not received within the time frame needed, or different datasets are handed over at different time of the year reflecting divergent operational chronologies. In fact, in terms of harmonisation, there not only is a need to harmonise standards and definitions, but also to create one operational guideline, including the adoption of either the Gregorian or Ethiopian calendar with consistency to ensure comparability of datasets.

In phase 2, the platform looked to integrate another 14 additional datasets. The below is a list provided to the research team:

No	Datasets	Status
	Administrative Datasets	
1	Civil Service Commission (CSC): Federal and Regional	Integrated, validated
2	Job Seekers Profile	Integrated, validated
3	Online Job Advertisements (Hahu Jobs)	Integrated, validated
4	EIC (Ethiopia Investment Commission)	Integrated, validated
5	Horticultural investment	Integrated, validated
6	Entry Point Projects (EPP)	Integrated, validated
	Survey Datasets	
7	UEUS (Urban Employment Unemployment Survey)	Integrated, validated
8	NLFS (National Labour Force Survey)	Integrated, validated
9	LMMIS (Large and Medium Manufacturing Industry Survey)	Integrated, validated
10	Informal Sector Survey (new entry)	Integrated, validated
	Routine Datasets	
11	OSSCs' Profile	Integrated, validated
12	MSEs Profiles (Micro and Small Enterprises)	Integrated, validated
13	Job Creation Target/Plan	Integrated, validated
14	Monthly OSSC jobs data	Integrated, validated

The Civil Service regional and federal datasets are separate integrations. Additional to the above Zenisys has also integrated population data, not including the geographic hierarchy (zone, woreda) list. So in total, about 20 datasets so far have been integrated and validated. The last three datasets being integrated are:

'Monthly Jobs Created (...from OSS),

'Saving and Credit/Youth Revolving Fund, and

'Job Creation Main KPI report'.

There are questions on wether the MoLS will have the technical capacity to manage the platform, and whether there will be the analytical capacity to produce the necessary insights for policy making beyond those related to monitoring job creation efforts. Support from the ILO in assessing this will be important.

3. Ministry of Education

Educational Monitoring Information System (EMIS)[62]

EMIS data cover all subsectors, from early childhood to higher education, such as TVET, teacher education colleges, and alternative basic education (ABE) with information on access, efficiency, and inputs, national exam results, and selected teacher attributes, by year, age, gender, region, and grade level, (TVET and higher education are included in the ESAA up to 2017/18). Most of the data pertains to primary and secondary schooling. Despite a federal work plan with component tasks and timetables being in place, data collection does not follow a rigorous schedule in all places, sometimes due to unforeseen hazards (e.g., delayed school openings).

The standardised school census questionnaire is reviewed each year with collaboration between federal and regional levels, in accordance with annual goals. The federal EMIS Directorate is in charge of developing the questionnaire and customising the software (see more below), as well as providing training to the REBs on these topics. Regionally relevant questions may be added by various regions to complement information (ethnicity, indigenous status, etc.).

Aside from EMIS, the Ministry of Education possesses 'critical data' at crucial planning sites (not publicly available). Data is gathered in each village, particularly to assess the number of students projected to join Grade 1, as part of the mobilisation for student enrolment, using a template prepared by the REBs. Because such information is not otherwise accessible, this acts as the eligible school-age population at the lowest levels of administration. Enrolment by gender and age is sent to the REBs immediately after registration at the start of the school year, and then to the federal MoE for resource distribution. In addition, the REBs perform monthly school surveys (mainly focused on the number of instructors and students), which are reported to the regional councils quarterly.

Refugee Education Data[63]

The refugee EMIS employs the same questionnaire as the mainstream education system, with minor content changes relevant to the context. The federal Ministry of Education previously trained the ARRA and UNHCR to instruct schools on how to fill out the questionnaire.

The ARRA zonal offices gather the completed questionnaires in hard copy and enter them into Excel before sending them to the REBs, which assemble, sometimes analyse, and distribute them before sending them to the federal EMIS Directorate for overall compilation, analysis, and dissemination. The

62 https://unesdoc.unesco.org/in/documentViewer.xhtml?v=2.1.196&id=p::usmarcdef_0000375813&file=/in/rest/annota-tionSVC/DownloadWatermarkedAttachment/attach_import_3642543a-4f71-4b87-8aff-ac016e9b924d%3F_%3D375813eng.pdf&locale=en&multi=true&ark=/ark:/48223/pf0000375813/PDF/375813eng.pdf#%5B%7B%22num%22%3A46%2C%22gen%2 2%3A0%7D%2C%7B%22name%22%3A%22XYZ%22%7D%2C69%2C330%2C0%5D

63 ibid

Ministry of the Environment is in charge of verification. Initially, the federal Ministry of Education was in charge of including refugee schools in EMIS. However, certain areas have lately agreed to handle their own refugee data, beginning with analysis.

Humanitarian Data[64]

When an emergency occurs, woredas are responsible for gathering vital information, focussing on the number of students, teachers and schools affected. This is promptly communicated to the regions, who consolidate and seek assistance from the national Education Cluster.

4. Ethiopian Investment Commission (EIC)

Industrial parks have been set up in Ethiopia, following the cluster and networking economic advantages that these have been shown to provide in other countries such as China. The parks were part of the GTP I and GTP II to support employment and growth.

The Ethiopian Investment Commission (EIC) assists with labour market sourcing for the industrial parks. To support this, the EIC has set up a LMIS for the parks which helps to match the labour demand of each park to the labour supply of labour in the local area. The organisation posts job openings at industrial parks to the local communities and helps to job match. This helps remove some of the labour market stickiness that exists by providing clear information to both labour suppliers and employers. When a member of the community fills a vacancy, the EIC collects socio-demographic information within a database such as locality of origin, age, education and skills. This creates a Labour Market Information System (LMIS) at the industrial park level.

The EIC also deal with grievances within the industrial park. It acts as a mediator and takes on advice cases to ensure continual functioning and fairness in the industrial centres. It is looking to set up hotlines and secure rooms to expand this function.

5. Civil Service Commission

The Ethiopian Civil Service commission is a federal level institution accountable to the Prime Minister's office (PMO). It manages the entire recruitment and running of government offices and public service provision. As such it not only recruits public servants but sets wages and benefits. The administrative records hold detailed demographic data of each employee, wages data, status in employment, number of disabled employees, educational attainment and occupation.

In 2020 it started fully digitising its services through the Integrated Civil Service Management Information System. Services included in the Management System are classified into five modules: Human Resources, Tribunal, HR Audit, Organogram [organisation chart] and Archives. Human Resources will include management of the hiring process, while the Tribunal oversees complaints and appeals from different institutions.

Data from the Civil Service Commission is key to understanding indicators like job quality, wage increases by sector, average monthly earnings by employee, and so on. The system will be rolled out fully across government offices in the coming years, and can provide a great source of statistics.

Both Metadata and microdata are available upon official request from government and I/NGOs. However, the team was not able to access these, and the commission did not complete a questionnaire. Therefore, at this time we are unable to have granular details on the variables present in the administrative records.

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64 ibid

6. Ministry of Women and Social Affairs

The Ministry of Women and Social affairs is in the midst of creating its own MIS, where it will collect data on Social protection, and selected groups like women, youth, vulnerable groups, and those covered by safety net. This MIS is still in the works and it will be important that the MoLS maintains a close collaboration to ensure that variables and indicators that are computed or found within this MIS can be useful for labour market analysis.

7. World Bank and the Project Coordination Office (PCO)

The Urban Poverty Safety Net and Jobs Programme (UPSNJP) is Ethiopia's urban safety net, designed to support poor and food-insecure households in 64 cities across Ethiopia. It aims at reducing poverty and vulnerability by improving income and economic inclusion of the urban poor.

There are five components:

1. Public works component providing payments to beneficiaries for public work, livelihood development for business development; and integration of refugees and host communities, led by MoUDI;

2. Fostering urban youth employment led by MoLS;

3. Strengthening social assistance and services for the urban poor and destitute, led by MoWSA; and

4. Institutional strengthening and capacity building led by MoUDI

5. Emergency Response

Government oversight for this project is led by the Project Coordination Office (PCO). The PCO is developing an MIS to monitor each of these components, from the BoLSAs inspection of implementers directly to the government.

Each component of this programme is gathering its own data and developing its own system for monitoring and evaluation (M&E).

Details of key labour migration data sources and producers

In section 5.1 above we've expounded on the migration data characteristics present in the various surveys, including the Labour Force and Migration Survey (LMS) from 2021. Both stock and flow data can be found from the various surveys and the population census. In the annex, we've set out the labour migration topics included in each statistical survey.

In addition to the above, more sources for labour migration data are set out below. The two main sources for emigrant and immigrant data are the MOLS and the Immigration and Citizenship Service. The Ministry of Foreign Affairs also holds some flow data, however this is communicated to the Ministry of Labour and Skills as it is its mandate to oversee overseas employment contract.

1. Ministry of Labour and Skills directorate for overseas employment

To our knowledge the only database that is available for migrant workers is the one that was handled by the Ministry of Labour and Social Affairs (MoLSA), now the Directorate for Overseas Employment of the Ministry of Labour and Skills. The annual labour market information bulletin, as described above, publishes this data based on employment contracts of those seeking to find employment abroad.

The Ministry of Skills is now tasked with overseeing overseas employment and it collects the following data:

▶ Name; sex; age; marital status; emergency contact; level of education;

▶ Region of origin; destination country;

▶ Employment agency, or means through which employment is organised; and employers' address.

This information is held in what the ministry termed the "Ethio migration portal" that is not functional at present for technical reasons. However, the key informant interviews indicated that the portal is being repaired, and once functional will be open for the public to use for analysis. Furthermore, the department looks to integrate this system into the LMIS/JEDI.

2. The Immigration and Citizenship Service

The Immigration and Citizenship Service collects data on migration and vital events statistics. It is the main source for flow statistics as it is tasked with the management of entry and exit information, and border control. However, from informal informant interviews we were able to understand that the institution operates four completely disjointed systems, so all data is not stored in one central data hub. The institution does not have any internal procedures for data collection, sharing and protection. In fact, data is only shared on an ad hoc basis with other government agencies rather than through a data sharing protocol. With the increase in data generated by the institution, a more coordinated or central data hub is needed to properly and adequately make use of the data for the LMMIS and/or policy making. Below are the service's four systems:

Vital Events Registration system: The vital events registration system is a locally developed electronic system used to record vital events data. Less than 10 VERS work stations have been deployed across Ethiopia. Most vital events are still recorded manually a the kebele level.

Integrated Immigration and control information system: This is an electronic system that allows the agency to issue passports to Ethiopian citizens, as well as visa, permits and ID cards to foreign nationals who are in the country.

The electronic visa system: developed by Ethiopian airlines, the system is located on the airline's servers and is not in control of the Immigration and Citizenship Service. Data from these visas is not matched with other border control data.

The personal Identifications secure comparison and evaluation system This is a screening system provided by the US state department to partner countries under its terrorist screening and interdiction programme. PISCES workstations are currently installed at Ethiopia's international airports and six land border controls. However, PISCES data is stored on US servers and the Ethiopian government has to request access to the data for its own use. The system is not integrated into any other data systems, and only very basic statistics can be derived from it at the moment.

3. Other administrative data sources

The Ministry of Labour and Skills has identified five additional institutions that are directly relevant to the collection and processing of labour migration data. These are:

1. The Ministry of Foreign Affairs

2. The Federal Police

3. The Ministry of Justice

4. Private employment agencies

5. Embassies abroad

Through the MOLS and other various studies that have been conducted on labour migration governance in Ethiopia[65,66], we know that the Ministry of Foreign Affairs is involved in issuance of work permits and other permits for both immigrants and emigrants. However, we are unable at this moment to validate or officially state the variables used in the records, and the overlap with the immigration and citizenship service. Therefore, we invite the reader to refer to some of the other secondary reports we've mentioned for some insights.

To our knowledge, no embassies abroad have any continuous records of overseas workers that can be used for statistical purposes.
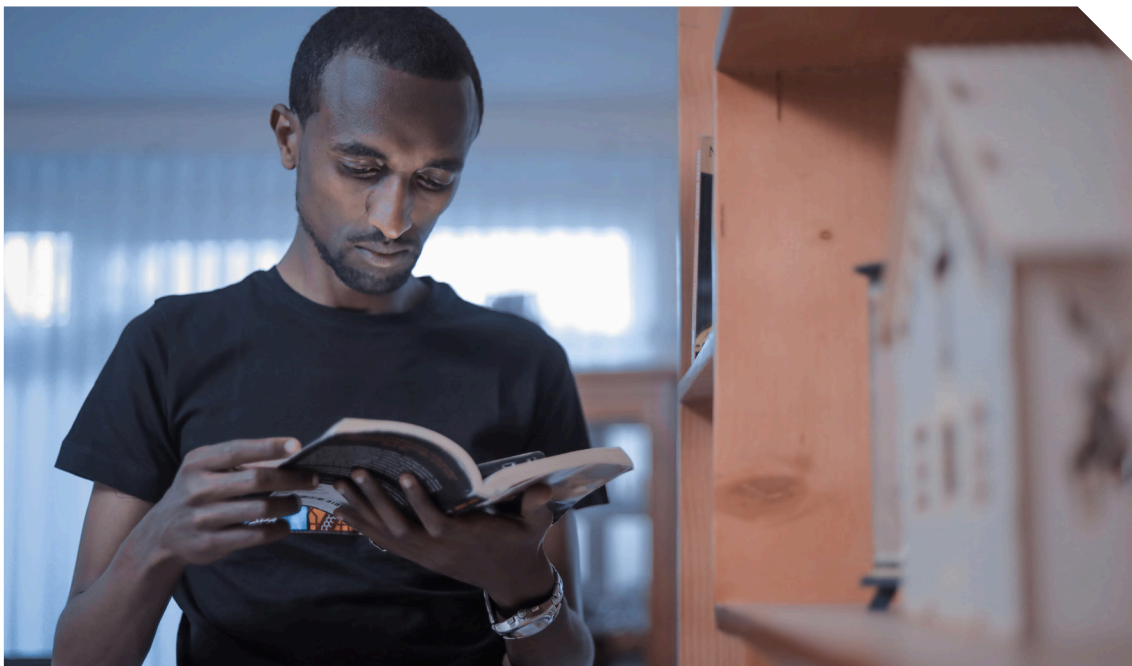
Photo: @Unsplash/Gift Habeshaw

65 2017, IOM, NATIONAL LABOUR MIGRATION MANAGEMENT ASSESSMENT – Ethiopia.

66 2020, ILO, An assessment of labour migration and mobility governance in the IGAD region: Country report for Ethiopia

► 6

Gap Analysis and Recommendations

▶ 6. Gap Analysis and Recommendations

In relation to labour and specifically labour migration, common objectives for data collection that can inform an evidence-based project development are required. Better coordination between the MoLS and the ESS is paramount and at the moment this is lacking. The Government should specify the division of roles and responsibilities between these actors with regard to labour migration data collection and specify the mechanisms for sharing and analysing data.

14. Need for more frequent data collection: The frequency of standard surveys such as the NLFS, WMS, HCE are planned to be increased by the ESS. Even surveys such as the UEUS are planned to be produced twice a year, which will allow for the rapidly changing urban employment landscape to be captured, and particularly help with urban labour matching. However, it is essential these surveys enable the socio-demographic profiling of the labour force, including identification of migrants, gender, age and disability which are essential for understanding and protecting vulnerable groups.

Recommendation: Given the fact that the new government's statistical governance plans foresee more surveys, significant capital investments will need to be made to ensure that the consistency and frequency of data collection and analysis reflects the needs that laid out by policy makers for the job creation project. Budget lines both through government and INGOs need to be clearly defined and planned in advance. Technical capacities to manage the execution of the surveys will have to be augmented.

15. Lack of indicators: "Missing indicators" - Meanwhile, there are still large gaps where some indicators are not produced at all. These are missing in some specific sector establishment surveys such as infrastructure, energy, hotel and restaurant, transportation etc. On the household side, there is still no skills gaps survey for Ethiopia, or surveys on time use, human trafficking, or street children. There is also particular lack of data collection on informal sector (albeit there are plans for a survey in the works), as well as vulnerable populations. Developing these within the framework of multidimensional poverty measures and SDG statistical monitoring would both help to bring the surveys and indicator production together and make the data more useful for project making and assessing progress.

Recommendation: With plans being developed for more frequent data collection surveys, it is important that there are reviews of surveys currently conducted to explore whether other indicators or breakdowns can be incorporated. ESS is planning to begin more sector specific surveys, such as in quarrying and mining, in 2022/23. There is ample scope for discussion of surveys and indicators that are specifically useful for labour market analysis and labour migration analysis.

16. Harmonisation of definitions and concepts

One of the key challenges in labour market analysis in Ethiopia is how to harmonise definitions and concepts across different administrative datasets. This is important for two reasons. First, it allows for more accurate comparisons between different datasets. Second, it makes it possible to combine information from multiple datasets to get a more complete picture of the labour market, and derive data that can be used for statistical computation purposes. Currently, the situation on the ground is highly fragmented and neither national nor international definitions and standards are used consistently across administrative sources.

Recommendation: The MoLS and ESS have to work with the data providers themselves to ensure that the data are collected and coded in a consistent way. By taking these steps, it is possible to overcome the challenge of harmonising definitions and concepts across different administrative datasets, making it possible to produce more accurate and comprehensive labour market analysis.

There is a particular need for advocating for extending the mandate of the ESS towards enforcing data quality management frameworks on various administrative institutions.

17. Multiple LMIS formation results in inefficiencies:

The Labour Market Information system is a complex information system. The recent restructuring has added complexity on mandates and data production and dissemination roles. Currently, the MoLS has the JEDI platform, data it collects from OSS on job creation, an "LMIS set-up" plan for which it signed a memorandum with ILO and other ministries, and the bulletin it publishes with labour market data analysis. On top of that there are numerous ad-hoc studies with labour market insights. This creates a duplication of effort and a lot of wasted resources. It is essential that these various departments work together more closely to avoid such redundancies and ensure that the Labour Market Information System is created efficiently and effectively.

Recommendation: Because of the restructuring, the ministry is committed to creating synergy between the various moving parts, looking to integrate all of these into one structure, and effectively using the various data platforms/analyses mechanisms as the basis for developing a more comprehensive labour market information system that interfaces with other key institutions, following the government's national strategy for statistics development. It is important that both current MoLS leadership and International organisations such as the ILO and IOM push to support the integration of these systems into a more updated Labour Market Information system, without doing away with the considerable work that has gone through the JEDI platform and the relationships built by the ex-JCC with regional bearaux and other institutions.

18. Lack of standards or quality assurance procedures

Currently no metadata exists for ESS surveys, although it is currently in the process of being produced. There is significant missing statistical documentation and absence of a methodological and documentation strategy. There are also gaps in conducting methodological reviews and improvements; for example, the EQDAF was produced in 2011 and has failed to be properly implemented to ensure quality of surveys. The M&E process lacks rigour, with few field visits and lack of supervision by HQ experts.

Recommendation:

A review of the EQDAF is planned after the government restructuring, and this should be applied to **all** government ministries as well as the ESS itself. Work should take place with close cooperation with the PDC and collaboration with stakeholder and sectors to prepare national (GTPs) and international development plans (SDGs, Agenda 2063) and indicator frameworks. Coordination is needed between the preparation of metadata for national development plan indicators and available SDG-Indicators.

19. Lack of Data sharing protocols:

Because of the inexistence of data sharing and access protocols at government level, the ESS is not able to monitor the quality of data produced by other government agencies because its access to data from the latter remains restricted, and therefore is not able to implement the framework. Data inaccessibility and the lack of sharing mechanisms between various institutions remains one of the major hindrances in creating an effective and efficient labour market and labour migration information system, as well as in ensuring the harmonisation of definitions and concepts.

Recommendation: The ESS should be given the mandate and authority to develop a data sharing protocol framework and work with government agencies to develop data sharing and access protocols that would allow the ESS to monitor data quality and ensure compliance with the framework. Such protocols would also enable the ESS to provide feedback to government agencies on the quality of their data, and help to ensure that data is harmonised across different institutions.

20. Technical capacity

Although technical capacity varies between institutions and levels of government, there is a general lack of knowledge and skill transfer between staff. This also applies to capacity building in data use and analysis for data users, providers, project makers and media. There are several issues when it comes to technical capacity of institutions:

a. There are in-house technical capacity shortcomings of staff that is not able to run and maintain IT information system platforms that are created. This has been true for many of the MISs for example, where software companies that hand over the platforms do so to inexperienced staff.

b. There are data collection, storing and handling limitations. Often the staff that handle data collection registers are not well trained to understand the correct processes for collection and handling of data, including the issues related to transfer of data from paper forms to computer based databases (excel often). Data quality management is lacking

c. There are subject matter expertise and analytical capacity limitations. Both data collection and monitoring and evaluation departments of institutions often lack the subject matter knowledge to create data collection forms that have variables useful for statistical purposes, but also lack the analytical capacity to produce insights and data that can be used for policy making or to disseminate to public or other institutions

Recommendation:

A training and capacity building strategy should be put in place for all ministries and levels of governance, with partnerships for technical assistance. Technical assistance should be delivered in phases and tiers, underlining the importance of a correct process of data quality framework, from collection to analysis and dissemination.

21. Technology infrastructure

The government has made substantial progress with the digitising processes. However, some data collection, particularly at the lower levels of government, is still done manually. For example, although vital statistics registration has begun, it has not been digitised which has slowed progress, particularly during Covid-19. Meanwhile, newspaper job advertisements are also collected manually at the central level. This is largely due to poor technology infrastructure, in particular, internet connectivity, and insufficient use of up-to-date and licensed software.

Recommendation:

Collaboration with Ethiotelecom and other relevant bodies is needed to improve internet access and network systems between ministries and levels of government. Investment is needed in software for technological devices. This will need to be supported by training programmes.

22. Information systems

The weak technology infrastructure and technical capacity has meant information systems have not yet been established and successfully rolled out. There are a few in existence, such as ESS's MIS, and the EIC's industrial park IS but they are not yet producing national level data that is usable by multiple institutions. There are systems currently being developed by various organisations in Ethiopia, but there is no indication of cooperation or coordination between these such that the systems could be integrated or share common data.

Recommendation:

Developing and strengthening the Data Management Information Systems (MIS) is needed, along with facilitating and coordinating a review of statistical law, provision of training and the

establishment of a statistical unit/working group for labour market and labour migration analysis that sees the collaboration of the different relevant institutions.

Provision of technical and methodological support for sectors is needed to strengthen their IT systems and the methodology in the MIS systems.

A community of practice must be developed to share learnings and challenges in MIS in Ethiopia. Systems need to be built on similar frameworks so that they can be integrated and shared.

23. Dissemination and data-use culture

The lack of a user-friendly system, particularly the lack of functional government websites and the fact that some data is produced only in paper format, has inhibited the dissemination of data, and depressed demand from potential data users. There is weak engagement between users and producers of data, with poor attention to the quality of publications, and a lack of advocacy for improvements. In particular, the lack of stakeholder engagement means that there is no incentive for producers of data to ensure that their output is of good quality and meets user needs. Adding to this, there is poor data-use and request culture both from policy makers and institutions.

Recommendation:

Engagement with stakeholders should be established via conferences, presentations, workshops and surveys to ensure that products meet the needs of the data users. A concerted effort to create a data-use culture amongst relevant institutions is necessary to ensure that data disseminated is used for both policy and programmatic needs.

24. Coordination/cooperation

There is poor coordination between the ministries, as shown by co-existing and overlapping systems and indicators. The national system tends to fragmentation between ministries at national level, and between the different levels of government, down to the woreda level. There is poor cooperation in sharing data among ministries, particularly between administrative offices and the ESS. For example, the Ministry of Revenue does not share its data with the ESS which could help with more accurate GDP forecasting. There is also valuable data collected by regional bureaus which is not shared with national government.

Recommendation:

An appropriate coordination structure and mechanism should be established between ministries and levels of government with a working group (steering committee, technical committee, coordination team, etc.); and vertical and horizontal coordination in the NSS (e.g. data producer-producer committees, data user-producer committees, etc.)

25. Partnership

There are also fragmented arrangements for international partnerships and cooperation for statistical related activities. These are particularly important for developing documentation and applying international standards and providing technical and financial support. There are many international organisations and donors that could support government but may be unwilling to engage if requirements are not met, or past weak relationship building has stifled partnership and collaboration.

Recommendation:

Stronger relationships are needed with donors and other organisations with potential for collaboration and partnership to support data collection, processes and analysis.

26. Financial capacity

Underlying all of this are low budgets for data collection and data quality activities for line ministries. Within certain ministries, particularly agencies such as ESS, the low salaries and educational standards result in low staff motivation.

Recommendation:

Increased budgets are needed for data production and M&E processes as well as improvements in staff educational standards. Some of these costs can be offset by savings generated by creating synergies, sharing knowledge and data, and integrating systems.

► **7**
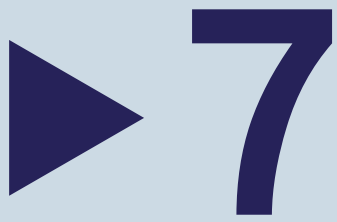
Annexes

▶ 7. Annexes

Annex A: Literature Review

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Annex B: Detailed appraisal of ESS statistical surveys

▶ **Household surveys**

SOURCE

▶ **Title of survey: Integrated Labour and Migration Survey (LMS)**

▶ Year of last survey: 2021

▶ Frequency: Every three years

▶ Current years: 2021

The following information regards the latest year.

COVERAGE

▶ Geographical coverage: All areas except Tigray

▶ Unit: Individual at household level, excluding those in collective quarters or homeless

▶ Age covered: Ages 5+

▶ Sample: Upcoming fourth PHC (147,602 EAs)

▶ Sample size: 50,580

TOPICS COVERED

▶ Demographic: Age, sex, household size, relationship to head of household, marital status, disability.

▶ Education: literacy, years of education, training, ICT.

▶ Labour: Last 7 days employment, usual employment, employment status, occupation, industry/economic sector, status in employment, hours usually worked, individual earnings per month, working conditions, occupational injury, informal sector, child labour, underemployment, unemployment.

▶ Migration:

  ▶ Internal migration: Region of birth, region of previous residence, rural/urban (type of residence), how long lived in current residence

  ▶ International migration: Country of birth, country of citizenship, second country of citizenship, country of previous residence for foreigners, country of previous residence for citizens who lived abroad but returned.

  ▶ Reason for migration: Yes

  ▶ Remittances: Yes

CONCEPTS AND DEFINITIONS

▶ Definition of employment: Persons in employment are defined as all those of working age 10 years and above who, during a short reference period, were engaged in any activity to produce goods or provide services for pay or profit. They comprise employed persons "at work", i.e., who worked in a job for at least one hour; and employed persons "not at work" due to temporary absence from a job, or to working-time arrangements (such as shift work, flexi time and compensatory leave for overtime.) (ILO, Glossary).

  ▶ Current activity: 7 days approach

- ▶ Usual activity: long reference period of twelve months

- ▶ Economically active: Comprise employed and unemployed persons.

- ▶ Economically inactive: Persons who were neither engaged in productive activities nor available to furnish their labour due to homemaking, attending school, old age/pensioned, illness etc.

- ▶ Labour force: The sum of all persons of working age who are employed and those who are unemployed (ILO, Glossary).

- ▶ Unemployment: The measurement of unemployment is refers to the following three criteria that must be satisfied simultaneously: "without work", "currently available for work" 'and "seeking work'' (ILO, 1983).includes discouraged job seekers, future start and layoffs in addition to persons satisfying the standard definition.

- ▶ Youth population: 15-29

▶ Definition of migration: A form of geographic mobility between one geographical unit to another generally involving a change of residence from the place of departure to the place of destination (UN, 1982).

- ▶ Definition of internal migrant: (in-migration) To move into or come to live in a region or community. This excludes people who immigrate from another country. (out-migration) To move out of a region or community. This excludes people who emigrate to another country.

- ▶ Definition of international migrant: Movement of persons who leave their country of origin, or the country of habitual residence, to establish themselves either permanently or temporarily in another country.

- ▶ Definition of emigration: From the perspective of the country of departure, the act of moving from one's country of nationality or usual residence to another country, so that the country of destination effectively becomes his or her new country of usual residence (IOM Glossary).

- ▶ Definition of return migrant: Persons returning to their country of citizenship after having been international migrants (whether short term or long-term) in another country and who are intending to stay in their own country for at least a year (UNSD, 1998).

- ▶ Definition of missing migrant: Persons, who have died or gone missing in the process of migration towards an international destination.

- ▶ Definition of labour migration: Movement of persons from one State to another, or within their own country of residence, for the purpose of employment (IOM Glossary).

CLASSIFICATIONS

▶ Classification used for occupation: NOIC (4-digit) adopted from ISCO – 08

▶ Classification used for industry: NOIC (4 adopted from ISIC Rev 4

▶ Classification used for status in employment: National adaptation of ICSE-93

▶ Classification used for status in education: Informal, Preschool, Primary education, Secondary education, Above secondary

Publication/dissemination of data:

▶ Report found online at: https://www.statsethiopia.gov.et/wp-content/uploads/2022/01/Latest-STATISTICAL-REPORT-ON-THE-2021-LMS.-3FEB2022.2.pdf

SOURCE

▶ Title of survey: Urban employment, unemployment survey

▶ Year of last survey: 2020

▶ Next survey: 2022

▶ Frequency: Annual – CSA planning to do this twice a year

▶ Current years: 2003, 2004, 2006, 2009 – 2020

The following information regards the latest year.

COVERAGE

▶ Geographical coverage: All

▶ Unit: Individual at household level, excluding those in collective quarters or homeless

　　▶ Does not include immigrants, emigrants or nationals that work abroad

▶ Age covered: 5+

▶ Sample: Upcoming fourth PHC (147,602 EAs)

▶ Sample size: 23,569

TOPICS COVERED

▶ Demographic: Age, sex, household size, relationship with head of household, marital status, disability.

▶ Education: literacy, years of education, training, ICT.

▶ Labour: Current employment (activity status), employment status, occupation, industry/economic sector, status in employment, hours usually worked, disability, individual earnings per month, household income, occupational injury.

▶ Migration: None

CONCEPTS AND DEFINITIONS

Definition of employment: As part of the economically active population, employed population consists of persons aged ten years and above who engaged in a productive activity or work at least for one hour during the seven days prior to the date of the interview. In addition, persons who had "usual employment", or business, or holdings to return to but who were temporarily absent from work (not at work or worked less than one hour) for various reasons such as illness or injury, holiday or vacation, strike or lockout, and seasonality of work, annual leave, temporary closure of establishment were also considered as employed.

　　▶ Current activity: 7 days approach

　　▶ Usual activity: long reference period of six months

　　▶ Unemployment: The measurement of unemployment is refers to the following three criteria that must be satisfied simultaneously: "without work", "currently available for work" 'and "seeking work'' (ILO, 1983).includes discouraged job seekers, future start and layoffs in addition to persons satisfying the standard definition. Ages 10+ were included. The currently unemployed population also comprises those persons without work but looking for work or available and ready to work if any job is found during the reference period of the coming one month. The reference period of the coming one month refers to the survey week plus the next three weeks. If a person who is looking for work but engaged in productive activity during the reference week is recorded as employed but not as unemployed.

CLASSIFICATIONS

▶ Classification used for occupation: ISCO – 08

▶ Classification used for industry: ISIC Rev 4

▶ Classification used for status in employment: National adaptation of ICSE-93

▶ Classification used for status in education: See tables in appendix

　　▶ According to former curriculum

　　▶ Common to both curriculum

　　▶ According to current curriculum

Publication/dissemination of data

▶ Report found online at:

SOURCE

▶ Title of survey: Welfare Monitoring System (WMS)

▶ Year of last survey: Joint with HCE

▶ Next survey: 2022

▶ Frequency

▶ Current years: 1996

To this end, the government has established a Welfare Monitoring System (WMS) in 1996 to oversight the following major activities:

▶ Establish an information system that provides a continuous picture of the poverty

▶ scenario in the country;

▶ Indicate the impact of reform programs on the level of household welfare;

▶ Establish follow-up procedures on the various programs and activities targeted towards poverty reduction; and

▶ Conduct regular statistical surveys to assess, in particular, the efficiency of targeted programs.

The WMS was joint with the HCE above

SOURCE

▶ Title of survey: Democratic Health Survey

▶ Year of last survey: 2016

▶ Next survey: 2022

▶ Frequency: Every two years

▶ Current years: 2000, 2005, 2011, 2014, 2016

The following information regards the latest year.

COVERAGE

▶ Geographical coverage: All regions

▶ Age covered: Children 0-5, women 15-49, men 15-59

▶ Unit: Individual

▶ Sample: Sampling frame is the 2007 Ethiopian Population and Housing Census (PHC) with 84,915 EAs

▶ Sample size: 16,650

TOPICS COVERED

▶ Demographic: Age, sex, household size, relationship with head of household, marital status, disability.

▶ Education: literacy, years of education, training

▶ Labour: Employment status, occupation, industry/economic sector, women's employment, occupational injury.

▶ Migration: None

  ▶ Only citizens interviewed

CONCEPTS AND DEFINITIONS

▶ Definition of employment:

  ▶ Currently employed: Respondents who were employed in the 7 days before the survey; includes persons who did not work in the past 7 days but who are regularly employed and were absent from work for leave, illness, vacation, or any other such reason.

CLASSIFICATIONS

▶ Classification used for occupation: Categorized as professional/technical/managerial, clerical, sales and services, skilled manual, unskilled manual, domestic service, agriculture, and other.

▶ Classification used for status in education:

Publication/dissemination of data

▶ Report found online at: https://dhsprogram.com/methodology/survey/survey-display-478.cfm

▶ Microdata available

SOURCE

▶ Title of survey: Population and Household census

▶ Year of last survey: 2007

▶ Next survey: (2017)

▶ Frequency: Every ten years

▶ Current years: 1984, 1998, 2007

The following information regards the latest year.

COVERAGE

▶ Geographical coverage: All regions

  ▶ Nationals (citizens) in the country,

  ▶ Nationals (citizens) employed in the country,

  ▶ Nationals (citizens) living abroad,

  ▶ *Foreign workers (non-citizens) living in the country, and*

  ▶ Refugees.

▶ Unit: Individuals at household level

▶ Sample size: 16,650

TOPICS COVERED

▶ Demographic: Age, sex, household size, relationship with head of household, marital status, disability, orphanhood

▶ Education: literacy, years of education,

▶ Labour: Employment status, occupation, industry/economic sector, status in employment, hours usually worked, disability, individual earnings per month, household income and occupational injury.

▶ Migration:

  ▶ Internal migration: Region of birth, region of previous residence, rural/urban (type of residence), how long lived in current residence

CONCEPTS AND DEFINITIONS

▶ **Definition of international migrant workers:** The census only counts the international migrants at refugees but for those who are living in Ethiopia and workers at embassy where not defined their work includes other variables. In the census, foreigners' total number is only needed, not other information.

▶ **Definition of national (citizen) living abroad: No**

▶ **Definition of employment: No**

CLASSIFICATIONS

▶ Classification used for occupation: ISCO – 08

▶ Classification used for industry: ISIC Rev 4

▶ Classification used for status in employment: ICSE (1993?)

▶ Classification used for status in education: ISCED (1997?)

Publication/dissemination of data

▶ Report found online at: https://dhsprogram.com/methodology/survey/survey-display-478.cfm

▶ Microdata available

SOURCE

▶ Title of survey: Ethiopian National Child Labour Survey

▶ Year of last survey: 2015

▶ Current years: 2001, 2015

The following information regards the latest year.

COVERAGE

▶ Geographical coverage: National, except non-sedentary areas in Somali region

▶ Age covered: 5 – 17 years old

▶ Unit: Individual at household level, excluding those in collective quarters or homeless

▶ Sampling frame is the 2007 Ethiopian Population and Housing Census (PHC) with 84,915 EAs

▶ Sample size: 21,300

TOPICS COVERED

▶ Demographic: Age, sex, vulnerability – orphaned or in domestic service, household head education achievement, socio-economics of household

▶ Education: school attendance, drop-out, reason for drop-out.

▶ Labour: Household chores, employment status, occupation, industry/economic sector, status in employment, hours usually worked, frequency and use of earnings, disability, work conditions.

▶ Migration: None

CONCEPTS AND DEFINITIONS

▶ Definition of child labour: For the purpose of this measurement, children engaged in child labour include: all persons aged 5 to 17 years who, during a specified time period, were engaged in one or more of the following categories of activities - children aged 5 to 13 years engaged in any economic activity for at least one hour during the reference week whereas children aged 5 to 17 years engaged in hazardous work in the reference week.

  ▶ Current activity: 7 days

  ▶ Usual economic activity: 12 months

  ▶ Economically active: The economically active population includes both employed and unemployed persons. The currently active population is also known as the 'labour force'. Thus, in short, economic activity is any work or activity within the SNA production boundary performed during a specified reference period for pay (in cash or in kind), for profit or for family gain.

  ▶ Unemployment: According to the relaxed definition of unemployment, which best suits the Ethiopian labour market, this term includes persons who had no work but were available for work. They may be either seeking work or not seeking work (discouraged job seekers). The latter are those unemployed who want a job but are not taking any active steps to search for work because they think none is available in the labour market.

CLASSIFICATIONS

▶ Classification used for occupation: ISCO – 08

▶ Classification used for industry: ISIC Rev 4

▶ Classification used for status in employment: National adaptation of ICSE-93

▶ Classification used for status in education: Attendance

Publication/dissemination of data

▶ Report found online at: https://www.statsethiopia.gov.et/wp-content/uploads/2021/10/Ethiopia_NCLS_2015_Final.pdf

▶ **Establishment surveys**

SOURCE

▶ Title of survey: Large and Medium Manufacturing and Electricity Industries Survey

▶ Year of last survey: 2016/7

▶ Next: 2022

▶ Frequency: Annual

▶ Current years: 1976 - 2017

The following information regards the latest year.

The 2017 survey was in conjunction with the Technology Transfer (TT) survey.

COVERAGE

▶ Geographical coverage: National

▶ Establishment coverage: Not a sample - enumerated all manufacturing industries/enterprises that qualify as Large or Medium enterprises using the registration licences issued by the Ministries of Trade, Industries, Ethiopian revenue and Customs Authority.

▶ Sample: Upcoming fourth PHC (147,602 EAs)

▶ Sample size: 3,627

TOPICS COVERED

▶ Demographic: Region, no. of establishments

▶ Labour: Industrial group, form of ownership, persons engaged by nationality, sex and total wages, salaries

CONCEPTS AND DEFINITIONS

▶ Administrative and technical employees: include salaried directors and managers, technicians, superintendents, research workers, draftsmen and designers, engineers, chemists, architects, accountants, book-keepers, office machine operators, receptionists, sales men, delivery personnel, guards and other office staff who are not directly engaged in the production of new products.

▶ Production workers: include workers directly engaged in production i.e., persons engaged in fabricating, processing, assembling, maintenance, repair, janitorial, record keeping and other associated activities.

▶ Seasonal and temporary workers: include workers who are employed for a part of the year. These workers are not on the payroll of the establishment.

▶ Number employed: includes all persons on the payroll whether permanent or contract workers. The number of seasonal and temporary workers has been adjusted to give the equivalent of full-time worker.

▶ Number engaged: includes paid employees and working proprietors. Active partners and unpaid family workers are also included here.

▶ Basic salaries: includes all payments in cash made to employees during the reference year. It excludes commissions, bonuses, professional, and hardship allowances.

▶ Wages: includes all payments in cash or in kind made to seasonal / temporary workers during the reference year in connection with the work done for the establishment.

CLASSIFICATIONS

▶ Classification used for occupation Administrative, personal and technical employees; clerical and sales workers; skilled production workers; semi-skilled workers; semi-skilled workers; and unskilled workers.

▶ Classification used for industry: ISIC Rev 3.1

Publication/dissemination of data

▶ Report found online at: https://www.statsethiopia.gov.et/wp-content/uploads/2019/06/Large-and-Medium-Manufacturing-Industry-Survey-Report-2017.pdf

▶ Technology Transfer (TT) survey: https://reshare.ukdataservice.ac.uk/855123/1/documentation_EthiopiaTechnologyTransfer2017.pdf

SOURCE

▶ Title of survey: Urban Distributive Trade Survey

▶ Year of last survey: 2014

▶ Next year: 2022/3

▶ Current years: 2002, 2006, 2008, 2010, 2014

The following information regards the latest year.

COVERAGE

▶ Geographical coverage: Cities and major towns

▶ Establishment coverage: Wholesale and retail trade; repair of motor vehicles and motorcycles

▶ Sample frame: List of distributive trade establishments by type of trade from Ministry of Trade, Ethiopian Revenue and Customs Authority, Federal Small and Micro Enterprises Development Agency, Regional Trade and Industry Bureaus

▶ Sample size: 1,906

TOPICS COVERED

▶ Demographic: Region, no. of establishments

▶ Labour: Industrial group (wholesale, retail, motor vehicles), form of ownership, persons engaged by nationality, sex and total wages, salaries

CONCEPTS AND DEFINITIONS

▶ Employee: - is any worker hired by an establishment / enterprise on permanent, contract, and temporary basis. The compensation could be in cash or in kind on a monthly, weekly, and or daily basis.

▶ Number employed: - are all employees on the payroll including seasonal/ temporary workers.

▶ Wages and salaries: are compensations made to employees in cash or in kind during the reference year for the work done for the establishment / enterprise.

CLASSIFICATIONS

▶ Classification used for industry: ISIC Rev 3.1

Publication/dissemination of data

▶ Report found online at: https://www.statsethiopia.gov.et/wp-content/uploads/2019/06/Distributive-and-Service-Trade-Survey-repoert-f.pdf