



# The SINCE Programme Public Employment Services Case Study

Letter of Contract N°T05-EUTF-HOA-ET02.5/CIG7996884570

Prepared by  
Cadena international development projects  
Frontieri

July 2020



This Programme is funded by the European Union Trust Fund for Africa and is managed by the Italian Ministry of Foreign Affairs and International Cooperation through the Embassy of Italy in Addis Ababa, sided by the Italian Agency for Development Cooperation—AICS. The consultancy is implemented by Cadena IDP and Frontieri (Ethiopia)

# TABLE OF CONTENTS

Acronyms .....	iii
Foreword .....	iv
Acknowledgements .....	iv
Executive Summary .....	v
1. Overview of the Public Employment Services .....	1
1.1 PES: The international environment .....	1
1.1.1 Transforming Africa: PES for sustainable development .....	1
1.1.2 Public Employment Services in the East African Region.....	2
1.2 Ethiopian federal environment (legal framework) .....	3
1.2.1 PES policy and strategy .....	4
1.2.2 PES legal framework and mandate .....	4
1.2.3 Labour market institutions .....	5
1.2.4 Active labour market programmes .....	6
1.2.5 PES structure in Ethiopia .....	6
1.2.6 PES functions.....	7
1.2.7 PES effectiveness .....	11
1.2.8 PES human resources .....	11
2. The SINCE Programme for Public Employment Services .....	11
2.1 Case Study 1: Beneficiary identification.....	15
2.1.1 Assessment of the SINCE Programme beneficiary identification process .....	15
2.1.2 Beneficiary identification in the SINCE Programme implementation areas.....	16
2.2 Case Study 2: Relevant PES stakeholders .....	18
2.2.1 Assessment of the PES stakeholders.....	18
2.2.2 Value chain specific stakeholders in PES.....	19
2.3 Case Study 3: Functions of PES.....	20
2.3.1 The registration of jobseekers.....	21
2.3.2 Preparation of short term training curricula and on-the-job trainings.....	22
2.3.3 Job matching .....	25
2.3.4 Traceability .....	26
2.4 Case Study 4: YES Center .....	27
2.4.1 Registration of jobseekers.....	27
2.4.2 Registration of vacancies .....	28
2.4.3 Job search assistance services .....	29
2.4.4 Placement services .....	29
2.4.5 The labour market information function of PES .....	30
3. SINCE lessons learned on PES implementation .....	30
3.1 Lessons learned related to beneficiary identification .....	31

3.2 Lessons learned from stakeholders assessments .....	32
3.2.1 PPP MoU and Multi-Stakeholders Platform .....	32
3.3 The Lessons learned from the PES functions.....	33
3.3.1 The registration of jobseekers.....	34
3.3.2 Training .....	34
3.3.3 Job matching.....	35
3.3.4 Traceability.....	35
3.4 Lessons learned from the YES center interventions.....	35
4. Recommendations for new interventions.....	36
4.1 General recommendations.....	36
4.2 Continuation .....	37
4.3 Scaling up .....	39
5. Policy Recommendations.....	41

## LIST OF FIGURES

Figure 1: The percentage of jobs offered .....	13
Figure 2: Number of beneficiaries that received cooperative training.....	13
Figure 3: Employment opportunities offered to SINCE Programme Beneficiaries, Oromia (Sept. 2019) .....	14
Figure 4: SINCE New or Improved TVET Curricula until December 2019 .....	23
Figure 5. Short-term technical construction training .....	23
Figure 6 Short-term technical textile training in Dessie .....	24
Figure 7. The YES Center - training and counseling plan 'Surfing the Labour Market'.....	25
Figure 8. Online domain for final year students from Bahir Dar University.....	28
Figure 9 Jobseekers digital registration system at Kalu woreda.....	34

## LIST OF TABLES

Table 1: The number of PES centers and licensed private employment agencies at the end of 2015/16.....	7
Table 2: Registered jobseekers -2011-2015 .....	8
Table 3: Summary of the key achievement in relation to PES disaggregated by area of intervention .....	12
Table 4: The PES stakeholders and their responsibilities .....	19

---

*This publication has been produced with the assistance of the European Union through the Embassy of Italy in Addis Ababa. The contents of this publication are the sole responsibility of the consultant and can in no way be taken to reflect the views of European Union or the Embassy of Italy in Addis Ababa.*

---

## ACRONYMS

BoLSAs	Bureau of Labour and Social Affairs
CETU	Confederation of Ethiopian Trade Union
CoC	Certificate of Competence
CSA	Central Statistical Services
ECCSA	Ethiopian Chamber of Commerce and Sectoral Associations
EEF	Ethiopian Employer Federation
EPES	Emergency Public Employment Services
FDRE	Federal Democratic Republic of Ethiopia
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HEI	Higher Education Institutes
ILO	International Labour Organization
JCC	Job Creation Commission
LMA	Labour Market Assessment
LMI	Labour Market Information
MoE	Ministry of Education
MoLSS	Ministry of Labour and Social Security and Services
MoLSA	Ministry of Labour and Social Affairs
MoSHE	Ministry of Science & Higher Education
MoU	Memorandum of Understanding
MSE	Micro and Small Enterprise
MSEDA	Micro and Small Enterprise Development Agency
NAP	National Adaption Plan
NEB	National Employment Bureau
OSSC	One Stop Shop Centres
PES	Public Employment Service
PESOs	Public Employment Service Offices
PSNP	Productive Safety Net Programme
PPP	Public Private Partnership
SME	Small and Medium Enterprises
SMS	Short Message Service
SNNPR	Southern Nations, Nationalities, and Peoples' Region
TVED	Technical Vocational and Enterprise Development
TVET	Technical and Vocational Education and Training
UNDP	United Nations Development Programme
YES	Youth Employability Services

## FOREWORD

The presented Case Study is one of four covering the pre-identified SINCE strategic topics. These being; Public Employment Services (PES), Public Private Partnerships (PPP), Decent Work and Apprenticeships.

The aim of these case studies is twofold:

- (i) to systematise what has been achieved by the different SINCE Programme grant beneficiaries, focusing on the lessons learned;
- (ii) make recommendations on policy development and for future interventions.

The Case Studies have been implemented by an independent consultancy firm contracted by the Italian Embassy in Addis Ababa. The findings as described in the Case Study are the result of a literature review, primary information and data collection, stakeholder and beneficiary interviews, focus group discussions, project site visits and workshops implemented between October 2019 and March 2020.

## ACKNOWLEDGEMENTS

Herewith the consultant wishes to thank the stakeholders from the different SINCE Programme implementing partners, SINCE Programme stakeholders and the SINCE Programme beneficiaries that have assisted and facilitated the consultancy team members during the project phases.

We also wish to thank the Embassy of Italy in Addis Ababa, Ethiopia and the SINCE Programme staff, specifically Mr. Pierpaolo Bergamini, the SINCE Programme Coordinator for his continuous support throughout the assignment.

## EXECUTIVE SUMMARY

Public Employment Services around the world play a central role in assessing, supporting, facilitating and enabling labour market issues and challenges in addition to identifying opportunities and supporting labour market development. This can be through involvement in the daily functioning of the labour market and in government interventions to address market failures. PES services are embedded in the ILO strategy “Employment for Peace, Stability and Development”. The SINCE Programme builds on this by focusing on the most migration prone regions of Ethiopia. The PES functions in Ethiopia are: (i) registration of jobseekers, (ii) registration of vacancies, (iii) job search assistance services, (iv) placement services, (v) and labour market information. These services are provided by 836 public employment services centres and 627 private employment services centres in Oromia, SNNPR, Tigray, Addis Ababa, and Amhara Regional State.

The SINCE Programme focused on the following interventions with regard to the PES system:

- TVETs provision of short-term training based on labour market assessments and the interests of the beneficiaries;
- Private enterprises provision of labour market information including information of labour market demand that supports the arrangements for a demand and market driven short-term trainings in TVET. Private enterprises and associations also provided of some elements of the cooperative trainings for the SINCE Programme beneficiaries. A corollary being the identification and provision of possible employment opportunities through apprenticeships;
- The implementing partners supporting the job matching process in collaboration with BoLSA, TVET colleges and the private sector stakeholders for beneficiaries who successfully completed the training.

Over time (data updated at 31<sup>st</sup> March 2020) the SINCE Programme PES activities have facilitated 6.751 job placements and 3.954 beneficiaries have gained employment through the job opportunities created by the SINCE Programme. A tracer study identified that 2.300 remained in employment 3 months after the employment contract was signed. In addition, 177 job-creation oriented Public Private Partnerships were established.

The major PES stakeholders in the job-creation oriented PPPs include the private sector, SMEs, cooperatives, the Bureau and Offices of Labour and Social Affairs, TVETs, TVED, the Small and Medium Enterprises Development Agency and the Job Creation and Urban Food Security Development Agency. At a later stage, through the multi-stakeholder platforms, other institutions were added such as the Job Creation and Enterprise Development Office of the JCC, sectorial industrial development institutions, additional TVETs and Universities, as well as private sector associations.

In the PES Case Study, Chapter 1 gives an overview of the international and national policy environment and labour market programmes. Subsequently the Case Studies given in Chapter 2 cover: (i) Beneficiary identification, (ii) Stakeholder Assessments, (iii) PES functions and (iv) the YES Center. Key achievements of the SINCE Programme, as well as the findings related to the effectiveness of the Programme’s intervention are described. The Chapter provides the same information for the Youth Employability Service (YES) provided by the ILO in Bahir Dar City in Amhara Regional State. Chapter 3 identifies the challenges and the lessons learned. Chapter 4 makes recommendations for future SINCE Programme interventions. While Chapter 5 makes policy recommendations targeted at the Federal and Regional levels.

# 1. OVERVIEW OF THE PUBLIC EMPLOYMENT SERVICES

## 1.1 PES: The international environment

### 1.1.1 Transforming Africa: PES for sustainable development

Demography, globalisation, technology, labour market mismatches, and inequalities pose significant challenges and opportunities for the labour markets around the world. Public employment services have the potential to play a central role in mediating in these dynamics due to the fact that they are involved in the daily functioning of the labour market and in the government, interventions aimed at addressing market failures.

An effective public employment service has the potential for enabling and facilitating individuals to upgrade their skills on a demand and a market driven basis. Employability can be enhanced and contribute to increasing countries' productivity and competitiveness. In order to strengthen and modernise public employment services it should be recognized that each agency operates in different local and regional labour market context.

In recent years, the African continent has experienced strong economic performance. Despite this generally strong economic performance, employment prospects in Africa continues to face challenges. Youth unemployment is a major issue with ever increasing numbers of young people entering the jobs market.

The growth of Decent jobs in wage employment is limited given the high rates of vulnerable employment in most African countries. A major variable and challenge is the ability to transition from an informal to a formal system. The options remain limited without a holistic, integrated package including Investment promotion both national and through Foreign Direct Investment. The public sector, which at one time played an important role as an employer in many African countries, has significantly downsized over the last two decades. The formal private sector is still too small to absorb the growing labour force. This potentially encourages informal self-employment and the fostering of entrepreneurialism.

The economic context is not the only factor contributing to the challenges faced by public employment services in Africa. Because of the high youth numbers entering the labour market and rising birth rates, the labour market continues to experience an influx of entrants every year that is much higher than the existing number of decent jobs, and that exceeds the absorptive capacity of the economy. This phenomenon can be linked to the under-representation of salaried employment, the proportion of employment within the informal economy, a poorly-qualified workforce with high levels of illiteracy, particularly in rural areas, inadequate professional training schemes, and the incompatibility of employment and training for the most highly-qualified people.

In addition to the challenges above, the ILO reports that English speaking Sub-Saharan Africa, with a few exceptions, has been lagging behind other regions in Africa, both in terms of development of PES and documentation of the experience<sup>1</sup>.

---

<sup>1</sup> Assessment of public employment services and active labour market policies in Rwanda, ILO 2017

In countries that have an employment service, coverage is often low, and services does not reach local or rural areas. In addition, there is a lack of linkages between parties involved in the employment process on a market and demand-based process. Since most public employment services lack key mechanisms to provide further support to customers, such as a benefit payment system or a broad set of active labour market measures, their capacity to respond to client needs, especially among the most vulnerable, is limited. Nonetheless, socio-political initiatives such as the Summit on Poverty Alleviation led by the African Union has placed ministerial departments in charge of employment in a key position to discuss and improve labour market policies to help the vulnerable.

The main concern of sub-Saharan public employment services is how to reap the demographic dividend. With regards to structural transformation an issue is how to fill in the “missing middle” that involves labour moving from low-productivity activities in agriculture to slightly more productive but low-end service activities<sup>2</sup>.

### 1.1.2 Public Employment Services in the East African Region

In the Horn of Africa, the public employment services have been embedded in the ILO strategy “Employment for Peace, Stability and Development”. Specifically, as the Horn of Africa is characterised by the challenges it presents both to those within the region and beyond<sup>3</sup>.

The SINCE Programme builds on this by focusing on the most migration prone regions of Ethiopia, to contribute to the reduction of irregular migration by improving the living conditions of the most vulnerable members of the population. Specifically, the Programme aims at creating wage employment opportunities for potential migrants and returnees, especially women and youths.

Another related initiative includes the emergency public employment services (EPES) initialised to stabilise livelihoods by focusing on short-term or temporary jobs that provide income and an immediate “peace dividend”. EPES was implemented by UNDP in Kenya (following post-election violence and displacement), Rwanda, Somalia, and Uganda<sup>4</sup>. The EPES includes rapidly implemented projects for target groups, restoring vital public infrastructure and services. It also matched jobseekers with vacancies in other public works programmes.

These services provide short-cycle skills training to help workers benefit from such early temporary employment opportunities. Also, the regional strategy “Employment for Peace, Stability and Development” included emergency temporary jobs generated by cash-for-work and immediate public employment services.

Although Kenya has become a middle-income country, labour challenges remains, specifically because the informal sectors continues to grow faster than the formal sector. Here the Ministry of Labour and Social Security and Services (MOLSS) oversees employment policy and strategies. A National Employment Policy and Strategy is now awaiting approval which would support enhanced coordination

---

<sup>2</sup> The World of Public Employment Services: Challenges, capacity and outlook for public employment services in the new world of work, Inter-American Development Bank (IDB) and World Association of Public Employment Services (WAPES), 2015.

<sup>3</sup> Regional Strategy for the Horn of Africa 2011 – 2015, ILO, IGAD and African Union

<sup>4</sup> As well as in many conflict and post-conflict environments, including the Central African Republic, Chad, the Democratic Republic of Congo, Côte-d'Ivoire, and Liberia



and set up “one stop shop” services for jobseekers through a network of Employment Promotion Centres<sup>5</sup>.

The Kenyan National Employment Bureau is a public employment services provider responsible for registering jobseekers and providing and overseeing job matching and placement services (both domestic and foreign). The NEB operates 30 offices nationwide with a focus on industrial job placement. The offices provide registration of jobseekers, advice on job opportunities, and offers entrepreneurship training. The plan is to extend the network to all counties. In addition, there is a network of registered private employment agencies, which are supervised by the NEB and licensed by local authorities and may operate domestically and/or internationally. There are over 400 active agencies. The placement of jobseekers tends to be focused on the industrial sector as well as placing casual labourers (on infrastructure projects, for example) and the placement in foreign employment where there is demand for engineers and workers with electrical skills and domestic workers.

With the continuing digitalisation in Kenya, mobile-based job matching platforms have been created such as Duma Works, a mobile-based platform for connecting (highly) educated jobseekers and employers (founded in 2012). In Kenya, most jobseekers lack consistent access to the internet<sup>6</sup>. To tap this market M-Kazi was developed. M-Kazi is a mobile application targeted at low to middle income Kenyans allowing job-seekers to access valuable job information through basic mobile phones via USSD and SMS. There is a facility to directly apply for jobs. Both applications have allowed thousands of jobseekers to find jobs and interact directly with employers.

## 1.2 Ethiopian federal environment (legal framework)

The Government of Ethiopia has documented the legal framework of the Public Employment Service. In addition, different strategic documents provide information with regards to the implementation strategy for Public Employment Services<sup>7</sup>.

### International Conventions that have been ratified by the Government of Ethiopia

21 ILO Conventions have been ratified by the Government of Ethiopian (GoE) in 1963, out of which two are related to employment services. Through the ratification Ethiopia reveals the value it places on employment services. This includes Convention No 88 Organisation of the Employment Service (ratified in 1963) and Convention No 181 Private Employment Agencies (ratified first in 1997 later in 1999) which came into force in 2000 G.C.

### Strategic Plan for Ethiopia

In the Growth and Transformation Plan II due attention is given to labour market information and employment services provision. Indeed, the strategic objectives of the government under the social welfare and labour affairs sectors is the expanding of employment and labour market information services with the aim to match the country's labour force demand and supply. In GTP II the focus areas of labour and social affairs are; to assist jobseekers in finding employment based on their needs and capabilities, and; to support employers to recruit competent workers. The development plan aims to

<sup>5</sup> Workforce Connections, Kenya Youth Assessment, USAID 2014

<sup>6</sup> In Kenya there are 4 million internet users compared to 25 million mobile phone subscribers

<sup>7</sup> Source ILO: Public Employment Services Provision and Labour Market Information Collection and Utilization – Ethiopia 2018

achieve this through the promotion of job-matching and efficient, effective and an accessible employment service.

### 1.2.1 PES policy and strategy

**The National Employment Policy and Strategy** (which relates to Decent Work) has been endorsed by the Council of Ministers of Federal Democratic Republic of Ethiopia (FDRE) in April 2016. The policy prioritises decent employment opportunities through harmonisation of macro and sectoral policies and strategies for matching the supply and demand for labour, improving labour market information and employment services, creating an enabling environment that facilitates a transition from the informal to the formal economy, maintaining industrial peace, and other cross-cutting issues for employment creation. A focus is provided to youth, people with disabilities and women by adopting practical and supportive strategies that ensure equal participation in the labour market.

**The National Adaptation Plan (NAP)**, March 2019, has the goal to reduce vulnerability to the impacts of climate change by building adaptive capacity and resilience. The NAP focuses on the sectors that have been identified as the most vulnerable, namely: agriculture, forestry, health, transport, power, industry, water, and urban development.

Within these sectors, 18 adaptation options have been identified for implementation at all levels and across different development sectors, recognising the diversity in the context and vulnerability across Ethiopia's regions and social groups. These adaptation options also relate to PES as they include, amongst others;

- Building social protection and livelihood options for vulnerable people
- Developing adaptive industry systems.

### 1.2.2 PES legal framework and mandate

Labour Proclamation No. 377/2003 is the legal framework that is regulating the employment relationship in the private sector, although it has been **replaced by the Labour Proclamation No. 1156/2019**. For the public sector, the Federal Public Servants Proclamation No. 262/2002 applies. Article 172 of the Labour Proclamation No. 377/2003 remained the same and specifies in sub articles that employment services should include:

- Assisting persons who are able and willing to work and obtain employment.
- Assisting employers in the recruitment of suitable workers for their needs.
- Determining the manner in which foreign nationals are employed in Ethiopia
- Cooperating with the offices and organisations in the preparation of training programmes
- Undertaking studies relating to the employed and unemployed workforce of the country
- Conduct studies, relating to the manner of improving vocational training at the national level and distributing the results to beneficiaries to optimally implement the employment policy.

The Private Employment Agency Proclamation No. 104/1998 was replaced by the Employment Exchange Services Proclamation No 632/2009. This Proclamation was eventually replaced by Ethiopia's Overseas Employment **Proclamation 923/2016** which covers the "manner in which Ethiopian nationals are employed outside of Ethiopia" which is not included in the new Labour Proclamation 1156/2019.

### 1.2.3 Labour market institutions

The Ethiopian labour market institutions play an important role in labour market protection and the provision of labour market services. Many different organizations on a national and regional level serve as counterparts of the Ministry of Labour and Social Affairs such as the Micro and Small Enterprise Development Agency (MSEDA) at all levels, labour courts, trade unions, employers' associations and many others. It is their responsibility to protect the interests of Ethiopian workers and employers based on existing standards and regulations related to employment, wage payments, benefits, promotion, and other issues.

#### Government institutions

PES related government institutions include the Ministry of Labour and Social Affairs (MoLSA) as well as the Regional Labour and Social Affairs Bureaus and their structures at a sub-regional and local administration levels, as well as the Advisory Board.

The MoLSA is responsible for registering labour organisations, registering collective bargaining agreements and assuring their enforcement, facilitating the settlement of disputes including assigning conciliators and arbitrators upon request, undertaking studies on the national labour force, collecting and disseminating information on the labour market, developing special programmes for vulnerable groups of workers and issuing directives on working conditions, and occupational health and safety.

Public employment service provision and administrative labour market information collection, management and reporting are also the responsibilities of the Labour and Social Affairs offices at local governmental levels. Related employment services and other LMI are also collated and aggregated by Labour and Social Affairs offices at zonal, regional and federal levels.

The MoLSA established the **Labour Advisory Board** as stipulated under Article 171 of the labour law that provides for the establishment of an advisory board which studies and examines matters concerning employment services, working conditions, the health and safety of workers, labour laws in general and provide advisory services to the minister. The Labour Advisory Board is tripartite and is composed of several sector ministries and labour institutions.

#### Workers organisations

The workers or employees in Ethiopia are not well organized as mentioned in the MoLSA National Employment Policy and Strategy of Ethiopia of 2009. In 1964 the Confederation of Ethiopian Trade Unions (CETU) was established and is still the only institution in Ethiopia representing workers. CETUs membership represents a small percentage of the total labour force in the country with around 600,000 members (35% women) organised in 1,200 Trade Unions. In 2016 the Total employment (ages 15+) was 47,1 million people. The number of people employed and organised in a Union is 1.3% of the total employed workforce.

#### Employers organisations

The **Ethiopian Employers Federation** (EEF) was founded in 1964 and is considered the only federation representing employers and their associations in the country as employers but not as entrepreneurs. The **Ethiopian Chamber of Commerce and Sectoral Associations** (ECCSA) is an umbrella organisation. ECCSAs members include nine Regional Chambers of Commerce, two City Chambers (Addis Ababa and Diredawa), one National Sectoral Association and six Sectoral

Associations. ECCSA is one of the oldest Chambers in Africa, re-constituted in the light of a free market economic policy and the federal arrangements of the country. Regional Chambers and Sectoral Associations have above 400,000 member companies. The Chambers of Commerce and Sectoral Associations Establishment Proclamation No.341/2003 and the Directives for the Implementation of the Proclamation form the legal basis for the establishment of the current Chamber system in Ethiopia.

#### 1.2.4 Active labour market programmes

The Government of Ethiopia has been implementing active labour market programmes. Programmes include public works and micro and small enterprise development, which is done in cooperation with the World Bank and implemented throughout Ethiopia. On one side it includes **Entrepreneurship Support** and on the other side supports (labour intensive) **Public Works**.

Entrepreneurship Support is provided through the Micro and Small Enterprise (MSE) development/ self-employment assistance programme. MSE support is amongst the programmes that the GoE has recognised and selected to address the challenges of unemployment and expedite economic growth across the country.

Well-designed public works can be considered as an effective measure for poverty alleviation and as a risk management mechanism for income security, as public works provide alternative incomes for target groups, creating infrastructure for development, strengthening domestic demand through wage payments to workers which leads to employment creation, and promotes employment in the supply chain through the production of local construction materials.

In Ethiopia there is also the experience of food-for-work and cash-for-work schemes through the major food security programme known as the Productive Safety Net Programme (PSNP), where public work programmes are employing the rural poor in building roads and other infrastructure projects during times of food shortages. In addition, the proposed World Bank/ GoE Urban Safety Net and Jobs Project would expand the existing safety net model (public works, direct income support, and services to the destitute) to a larger number of cities and also add a component to provide young men and women with opportunities to enter the labour market.

#### 1.2.5 PES structure in Ethiopia

In Ethiopia<sup>8</sup>, public employment service provision is a function of the Ministry and Regional Bureaus of the Labour and Social Affairs (MoLSA). There is no independent government implementing agency that provides PES in Ethiopia. PES is coordinated by a unit within the Federal Ministry and Regional Bureaus of Labour and Social Affairs as well as lower level administrative offices.

The Employment Service Directorate within the MoLSA coordinates and supports the operations of the regional employment offices. The regional labour and social affairs bureaus translate the policies and legal frameworks adopted at federal level.

Public employment service centres operate as branches of the regional BoLSAs. Local offices of the PES, under the general supervision of the regional or zonal labour and social affairs bureaus/

---

<sup>8</sup> The World Bank. 2012. Public Employment Services in Middle East and North Africa. By Diego F Angel-Urdinoal, Arvo Kuddo, and Amina Semlali

departments and in close collaboration with local administration, directly interact with the unemployed and jobseekers.

The research conducted by the ILO and the MoLSA in 2017 revealed that an employment service provision structure exists at woreda or city administration level in each regional state. This implies that the number of public employment service centres could be equal to the number of woredas and city administration in each region. Key informants from this research agreed that the quality and range of services and staffing levels differ from one employment centre to another within each region.

**Table 1: The number of PES centers and licensed private employment agencies at the end of 2015/16**

Region	No. Local Employment Service Centers	Private	Total
Oromia	320	210	<b>530</b>
SNNPR	137	110	<b>247</b>
Tigray	52	63	<b>115</b>
Amhara	211	44	<b>255</b>
Addis Ababa	116	200	<b>316</b>
<b>Total</b>	<b>836</b>	<b>627</b>	<b>1,463</b>

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

The ILO and the MoLSA assessment report showed that the range of services provided at employment service centres in the bigger cities are limited. They have a limited number of registered jobseekers and vacancies that often come from employers rather than through proactive searches from the service staff. From this information it can be concluded that the services offered at woreda and smaller city administration levels is relatively close to non-existent.

The public employment service centre's reporting systems and formats are standardised but structural differences can be observed at local government level. In some of the regional states (Oromia, SNNPR and Amhara regional states) PES units do not have a presence at the lowest administrative levels (e.g. sub-city or kebele). The PES centres obtain their data on jobseekers from the Micro and Small Enterprises Development Agencies (MSEDAs), however the cooperation and coordination between the two offices is limited.

The MSEDAs focus on job creation through self-employment opportunities and play a role in the registration of jobseekers. Due to the limited collaboration between the two offices, which is observed in the different regions and also in Addis Ababa, leaves labour and social affairs offices with a limited representation when it comes to PES and most of the mandates given to the MSEDAs.

## 1.2.6 PES functions

### Registration of jobseekers

Different public agencies are involved in jobseeker registrations. In most regional states, both labour and social affairs offices and the SMEDAs are involved in job-seeker registration. In some regions, other public bodies such as the Youth & Sports Bureau are involved in the jobseeker registration. In

most regional states the different public agencies do not exchange jobseeker registration data and often operate independently though there are attempts to collaborate.

Addis Ababa city administration has addressed the uncoordinated jobseeker registration by public agencies by establishing an employment service case team at the One Stop Shop Centres (OSSC) in each woreda to register all jobseekers since 2015/16. This case team is led by the MSEDAs which has a focus on self-employment and not on waged employment, which leaves a void in the service offered to the jobseekers for waged employment.

In general, jobseekers register in person at the Public Employment Service Offices (PESOs) and receive a jobseeker identification card. Criteria for registering jobseekers at PESOs are similar across regional states. Unemployed people aged 15 and above, who live in the local administration where the public employment service centre is located can register as jobseekers. These jobseekers have to provide an identification card showing that he/ she is a resident of the kebele/ woreda with a letter from this kebele/ woreda confirming that they are unemployed.

The more educated jobseekers can attempt to obtain jobs through the system of the educational institutions (TVET and HEI/ Universities). There is no coordination or collaboration between the different offices that are handling registrations of the unemployed jobseekers. Registered jobseekers with TVET certificates or a University degree accounted for 14% and 3% respectively for the three bigger regions.

**Table 2: Registered jobseekers -2011-2015**

	2011/12	2012/13	2013/14	2014/15	Four Years Total
<b>Registered Jobseekers</b>	752,333	1,203,825	1,025,876	1,482,477	4,464,511

The PESOs do not collect the jobseekers curriculum vitae during the registration. They request the CV when jobseekers are selected for a job opening which is obtained from potential employers.

The use of ICT to support employment services such as posting the (online training) curriculum, managing jobseeker data, undertaking job matching and the posting of CVs of jobseekers and the vacancies of employers at public employment service centres, is non-existent (2018 ILO assessment). Jobseekers records are managed manually, and available staff often lack the expertise to undertake correcting matching.

### **Registration of vacancies**

The public employment service centres use a standard format for the collection and reporting of vacancy information. However, the information obtained by PES centres concerning vacancies are incomplete and limited to merely the title of the positions. They lack a job description and job specification of the work to be performed.

The notification of vacancies to the Public Employment Service is voluntary as employers are not legally obliged to notify their vacancies to the PES. In addition, employers use different channels to reach and recruit jobseekers for employment. Many jobs are in the informal economy of Ethiopia and for that reason these jobs are not published through vacancy registrations with PES. In addition, when jobseekers are referred to employers and obtain a job, there is no follow up to identify if they have secured the job for a longer term, or if the work is temporary.

In Ethiopia, an effective relationship between the public employment service centres and potential companies for employment is missing although it is believed to be vital for job-opening notifications. There is little advantage for the unemployed to register with the PES as employers do not actively use the service.

Staffing levels at PES centres is limited with a lack of capacity to support the unemployed in obtaining a job. In general, the vacancies registered at PESOs are largely for low skilled or semi-skilled workers.

Vacancy registration is not institutionalised nor proactive. The facilitation and placement of registered jobseekers in permanent job opportunities is minimal. There is a tendency to place jobseekers with a TVET diploma in available job openings regardless whether the job is aligned to their education or skills.

### **Job search assistance services**

Job search assistance in Ethiopia appears limited. The job capacity assessment conducted by the public employment service centres are not conducted to profile the jobseekers nor suggest or implement appropriate interventions based on the identified gaps. Public employment service centres do not provide assistance to jobseekers on for example CV preparations, even though this support is crucial in order to increase successful job matching.

Jobseeker profiling is not conducted, which indicates that it is impossible for the PES centres to suggest appropriate training that could increase the employability of jobseekers. Even though, there are partnerships established by labour and social affairs offices with TVET colleges to provide short term training to jobseekers recruited for deployment abroad or returnees from foreign placement. In general, these cases are handled by a different case team and do not fall under the employment service centres.

The existing counselling services provided at the public employment service centres are narrow in scope and are not tailored to the jobseeker's individual needs. Counselling services are provided informally and there is a lack of expert staff that can provide counselling services.

### **Placement services**

In general placement services provided by the public employment centres include two types of service: (i) direct referral of jobseekers to vacancies and (ii) managing employment services on behalf of or together with employers starting from posting vacancies, listing and screening applicants, and sending short-listed jobseekers to employers to be considered for employment.

In Ethiopia there is a lack of systematised and automated processes to fulfil the job-matching role effectively. There is a limited use of ICT to support the provision of employment services. The lack of an automated and systematised processes makes the provision of employment services inaccessible for both the jobseekers and employers.

Matching services are often challenged by the usually overstated qualification and experience requirements specified by employers in the vacancy announcements. Remuneration packages offered by employers are mostly low and unattractive for jobseekers. As a result, employment service centre staff often spend time convincing jobseekers to accept the job despite the low salary due to the benefits of this job experience.

### Labour market information function of public employment services

The labour market information (LMI) function is not separated from the other functions of Public Employment Services at the labour and social affairs offices at an administrative level. At the federal level the Employment Promotion Directorate at the MoLSA produces the LMI bulletin and disseminates the bulletin to the relevant sector ministries and other stakeholders. At the regional level, the Employment Service Core Process at the BoLSAs collects administrative data from relevant bureaus such as the civil service, TVET, the MSEDAs, labour unions and others and combines this with their own data to analyse and produce their annual report.

The LMI in Ethiopia is managed in a fragmented manner. There are many **producers of LMI data** in Ethiopia, but they do not provide a complete picture of the economy at the national level and it is uneven in terms of the type and the detail of information that is available through each LMI information producer.

The major LMI producers are the Central Statistical Agency (CSA), Ministry/ Bureaus of Labour and Social Affairs (M/BoLSA), the Ministry of Education (MoE), the Ministry of Science & Higher Education (MoSHE), the Micro and Small Enterprises Development Agency (MSEDAs), the Ministry of Civil Service and Human Resource Development, the Labour Unions and Employers' Associations (e.g. CETU and EEF) and Private Employment Agencies (e.g. Ezega, InfoMind Solutions/Ethiojobs). Some of the LMI producers question the ability of the public employment service centres to take a leading role in the LMIS process.

Common across the LMI producers is the fact that they produce simple statistical and annual reports, without proper analysis and interpretation to support decision-making. LMI producers, including the MoLSA, disseminate their LMI products to users in hard copy based upon requests. More LMI producers are uploading their LMI data on their websites, though this is a rare occurrence at regional level. In general, the LMI producers lack adequate knowledge about the users of their LMI and are using a standardised format. In addition, the publications focus on presenting facts without making associations among different data elements and addressing implications. This is related to the lack of experienced, qualified and trained staff at all levels and to the provision of incomplete data and the data quality gaps from lower level reporting bodies, irregular reporting from private employment agencies and the limited access to communications technology particularly at woreda level.

LMI utilization is limited to the producing organisations. Policy makers in general lack confidence in the LMI produced by the BoLSAs. It is believed that LMI produced at regional and federal labour and social affairs office levels are not utilised by policy makers due to its limitations and its coordinating and communications facilities.

Overall, delays in processing and publication of data, the lack of coordination between the producers of the LMI; lack of information about the informal sector, incomplete and unreliable data, shortages of funds, equipment and qualified personnel of LMI producers and the inadequate political support characterise LMIs in Ethiopia.

One important barrier that hinders the matching between supply and demand of Labour is the lack of Labour Market Information (LMI) and job search skills of the jobseekers. The Public Employment Services usually include the registration of jobseekers and vacancies, provision of counselling and



guidance, job matching and placement assistance, referral to active Labour Market and other related services.

### 1.2.7 PES effectiveness

As indicated in the above paragraphs, the PES are not proactive in making their services available to jobseekers as well as to employers. In the area of job search assistance for registered jobseekers, it can be stated that this is almost non-existent for PES. Where career guidance or counselling services are provided these are often narrow in scope and unsystematised and initiated individually.

PES center staff and government officials agree that public employment service centres have low performance levels in registering jobseekers, obtaining vacancies information and matching them with jobseekers. Inadequate staffing and budget limitations do not allow the PES staff to offer even basic traditional employment services.

### 1.2.8 PES human resources

Apart from being understaffed, public employment services lack qualified experts that can provide the basic services. The staff turnover is high, and the salary is low and even attracts people who received poor performance appraisals in another sector office.

Another critical constraint to PES performance is the high staff case load. The rate of registered jobseekers to employment service/counselling staff seems to be three times as high as that recommended by the ILO.

## 2. THE SINCE PROGRAMME FOR PUBLIC EMPLOYMENT SERVICES

As mentioned in Chapter 1 the Public Employment Services play a crucial intermediate role, which they can only fulfill successfully if they have sufficient Labour Market Information. This Labour Market Information needs to be sourced through different stakeholders for all the different sectors and it needs to be kept up to date.

In Ethiopia, PES providers exist within the structure of the Regional BoLSA (Bureau of Labour and Social Affairs) up to Zone and Woreda level. Even though, by mandate, these centres should provide a broad set of services to jobseekers, they are mostly underperforming.

The purpose of the SINCE Programme intervention in PES is to optimize the delivery of services to youth and enterprises including job orientation/awareness, career guidance and job matching. The SINCE Programme explicitly focused on the following interventions with regard to the PES system:

- **Private Enterprises:** Provide labour market information/labour demand that realises the arrangements for tailored short-term trainings in TVETs. Private enterprises also provided the cooperative training for the SINCE Programme beneficiaries and possible employment opportunities on available vacancies through apprenticeships;
- **TVETs:** Provide short-term tailored training (three months at most which includes cooperative training) **on the basis of Labour market assessment** and the interests of the beneficiaries;
- **Implementing partners:** Involvement in the job matching process in collaboration with the BoLSA and in communications with TVET service providers and private sector stakeholders for those beneficiaries who successfully completed the short-term and cooperative training.

## Key Achievements in Public Employment Services

The SINCE Programme initially facilitated job placement in all the Programme areas. A total of 3045 job placements had been made in this initial stage of the Programme. After this, the SINCE Programme created in the first phase<sup>9</sup> employment opportunities for 2069 beneficiaries across the five regional states in which the Programme is being implemented. Until September 2019, it was targeted to have 1200 beneficiaries in a job three months after a contract was signed. Aligned to this, a tracer study was conducted to find the number of beneficiaries who were still employed three months after the employment contract was signed. A total of 936 (about 85%) beneficiaries were found to be in the job that they were employed for. In the first phase around 65% of the job placements for training purposes turned into employment.

In order for the SINCE Programme to achieve the above results, 147 job creation oriented public-private partnership have been supported across all the Programme intervention regions. As mentioned, the establishment of 14 job creation oriented public-private partnership platforms are the major strategy adopted to promote the PES system in the SINCE Programme interventions areas. Table 3 summarizes the key achievements of the SINCE Programme in relation to PES, followed by brief commentaries on the key achievements.

The SINCE Programme through the ILO intervention in Bahir Dar City was able to strengthen the capacity of two Employment Service Centers. One Center is focused on young, educated unemployed from TVET and Higher Education. The other intervention involves capacity strengthening of one PES Center, through the creation of a training programme to improve the knowledge and skills of civil servants. This grassroots experience addresses strategic issues with ILO strategic partners such as the Ministry of Labour and Social Affairs and the Ethiopian Employers Federation.

**Table 3: Summary of the key achievement in relation to PES disaggregated by area of intervention<sup>10</sup>**

Achievement indicator		Addis Ababa	Amhara	Oromia	SNNPR	Tigray	Total
Number of beneficiaries employed through job opportunities created by SINCE	Sept. 2019	125	260	511	314	859	<b>2069</b>
	March 2020	235	701	749	913	1356	<b>3954</b>
Number of target beneficiaries who are still employed 3 months after employment contracts were signed	Sept. 2019	36	78	168	132	522	<b>936</b>
	March 2020	109	488	481	443	779	<b>2300</b>
Number of job creation-oriented PPPs supported and created by the SINCE actions	Sept. 2019	8	25	35	23	56	<b>147</b>
	March 2020	14	27	43	27	66	<b>177</b>
Number of job placements facilitated through SINCE	Sept.2019	672	441	684	398	854	<b>3045</b>
	March 2020	1450	1636	1491	1290	884	<b>6751</b>
Number of multi-stakeholder platforms established to facilitate dialogue between the public and private sector on job placement	Sept.2019	3	3	3	2	3	<b>14</b>
	March 2020	3	3	6	2	3	<b>17</b>

<sup>9</sup> Obtained from Programme data updated till September 2019

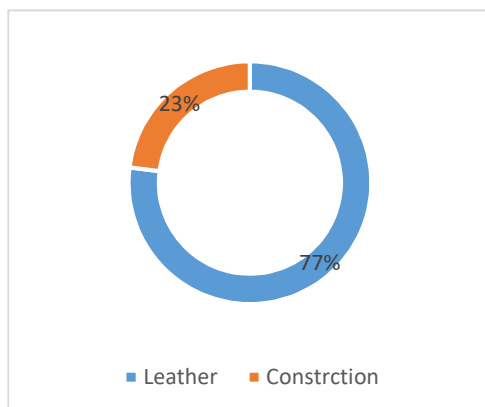
<sup>10</sup> The Bahir Dar Youth Employability Services - YES center achievements are not included in this table due to the different nature of the specific intervention. More information regarding the YES center can be found in section 2.4.

## Key Achievements in the different SINCE Programme implementation areas<sup>11</sup>

### The SINCE Programme in Addis Ababa area

Through the SINCE Programme in Addis Ababa, ten different companies provided job offers to beneficiaries with a signed contract. Five of these companies were in the leather sector, two were in the construction sector, and the remaining three were from different sectors. For example, until September 2019, leather and construction companies offered jobs for 143 trainees out of which 110 were in the leather 36 were in the construction sectors (Figure 1).

Figure 1: The percentage of jobs offered



In this contract mode of the job offering, the beneficiaries presented their contract to the SINCE Programme. In addition to the contractual job placement, 39 beneficiaries were offered employment in different companies (construction, leather, and metal) without presenting contract to the SINCE Programme.

A tracer study was conducted to identify the target beneficiaries who were retained during their employment three months after an employment contract was signed. With

the intention of ensuring coordination and to create a win-win collaboration between private companies and public agencies from skill development to employment opportunities in a sustainable manner, 8 job creation-oriented PPPs were supported and created by the SINCE Programme in Addis Ababa. For example, companies in the construction sector signed the PPP with the Addis Ababa Bureau of Labour and Social Affairs (BoLSA), and the Lideta Manufacturing College.

### The SINCE Programme in Amhara Regional State

As of September 2019, 260 SINCE-supported trainees have been employed through job opportunities facilitated by the SINCE Programme in Amhara Regional State. About 69% of the employment opportunities were offered by the textile and garment sectors while closer to 19% of the total employment opportunities were in the metal sector by different SMEs. The construction sector absorbed about 12% of the trainees in the reporting period.

On top of the wage employment, 81 SINCE-supported trainees out of the 441 have been engaged in self-employment in the construction, metal and textile and garment sectors. In the third quarter of 2019, it was targeted to maintain 78 beneficiaries in employment three months after a contract was signed. In March 2020 the number of beneficiaries reported to maintain in employment was 488 out of 1636 beneficiaries that were facilitated in a job placement. In line with this, a tracer study was conducted to identify the current status of the employment. The assessment revealed that all those trainees who signed contracts

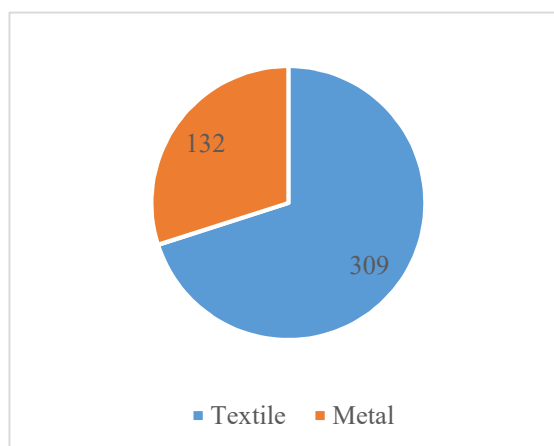


Figure 2: Number of beneficiaries that received cooperative training

<sup>11</sup> Source: Italian Embassy - SINCE Programme

in the third quarter continued working after three months of their employment contract. Parallel to the direct employment opportunity, job placements have been also facilitated through the SINCE Programme. Accordingly, twenty-five textile and garment SMEs and larger companies provided a one-month hands on cooperative training for a total of 309 trainees. Similarly, 19 metal SMEs and larger companies provided cooperative training for 132 trainees (Figure 2).

### The SINCE Programme in Oromia Regional State

In the SINCE Oromia Programme up to March 2020, 749 unemployed potential migrants and returnees from different woredas were employed through the job opportunities facilitated by the Programme. The beneficiaries were employed in different private enterprises, producer cooperatives, floriculture firms, factories, and unions in the project operational area and in neighboring zones and woredas. From these, the majority (59%) were employed by Food Complex companies (Figure 3). Some were employed as assistant machine operators, garment operators, and graders and packers on flower farms. Along with the job opportunities created, the tracer study conducted for the third quarter of 2019 found that 168 beneficiaries remained employed 3 months after employment contract was signed. In March 2020 this reached a total of 481 beneficiaries. In view of ensuring coordination and win-win collaborations between private companies and public agencies from skill development to employment opportunities in a sustainable manner, 43 job creation-oriented PPPs were signed with flour factories and food complex private companies. The MoU's were signed by the companies, woreda Labour and Social Affairs Offices and the TVET colleges.

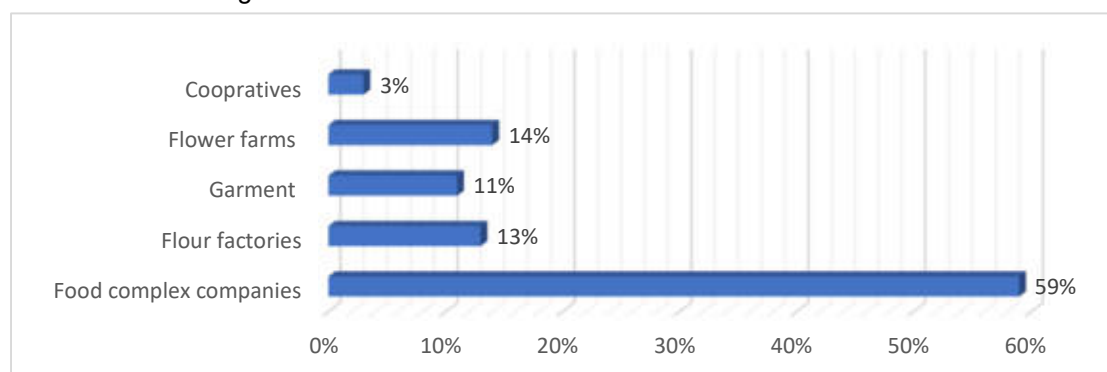


Figure 3: Employment opportunities offered to SINCE Programme Beneficiaries, Oromia (Sept. 2019)

### The SINCE Programme in SNNPR

In SNNPR, up to March 2020, wage employment was facilitated by the SINCE Programme for 913 beneficiaries in the textile garment, construction, and metal works sectors. In line with the employment opportunities facilitated, a tracer study was conducted to identify the target beneficiaries who were in employment three months after an employment contract was signed. In this regard, about 443 beneficiaries out of 913 (48.5%) had remained in the job three months after the contract was signed. As a strategy for boosting the performance of the PES system and creating more job opportunities for the beneficiaries, 27 job creation-oriented PPPs had been signed with 18 enterprises that included the textile, garment, hotels, metal work and furniture sectors. The enterprises agreed to give both apprenticeships and wage employment opportunities to youths and women trained through the SINCE Programme. Additionally, the SINCE Programme in the region facilitated employment and apprenticeship opportunities to 1290 project beneficiaries in the textile, garment, and metal works value chains. The PPP was signed between the employer, Woreda PES, and IRC with different roles and responsibilities, where the employer agreed to offer the beneficiaries waged employment after finalizing the apprenticeship period.

### **The SINCE Programme in Tigray Regional State**

In Tigray Regional State, the SINCE Programme facilitated wage employment opportunities for 1356 beneficiaries. In September 2019 it was noticed that 122 of these beneficiaries were engaged in self-employment opportunities. A tracer study was conducted to identify the number of target beneficiaries who retained the job opportunity offered three months after the employment contract was signed and about 60% of them were found to be working both in wage employment and self-employment activities. In view of enhancing the performance of the PES system and creating more job opportunities for beneficiaries, discussions had been conducted among different stakeholders that includes SME's, Job Creation and the Urban Food Security Development Agency, and owners of private enterprises in the framework of job creations-oriented PPP. As the result of this effort, 31 new companies in metal and construction sectors have signed agreements in the third quarter of 2019, this increased to 72 companies at the end of March 2020.

### **The SINCE Programme in Bahir Dar City Administration**

In Bahir Dar City - Amhara Regional State, the SINCE Programme, through the intervention of the ILO, facilitated the set up and capacity building of two Employment Service Centers. One is the established pilot Youth Employability Services (YES) center. The focus of the YES center is on employment of educated unemployed youth and the facilitation of the school to work transition. The other Employment Service Centre is the PES Center that was rehabilitated in July 2019 at city administration level in order to provide employment services for common jobseekers and to create a larger impact amongst a wider group of unemployed people. In December 2019, the YES center had registered 145 job vacancies, established 9 partnerships with different employers and/ or service providers and 50 graduates and unemployed youth were matched with a decent job.

## **2.1 Case Study 1: Beneficiary identification**

### **2.1.1 Assessment of the SINCE Programme beneficiary identification process**

An extensive Labour Market Assessment (LMA) had been undertaken by the implementers at the initial phase of the Programme, aiming at identifying the potential sectors and their respective labour demand. The potential employer companies' interests had been assessed to match it with that of the needs of the beneficiaries. The results of the LMA have been used as a foundation for the beneficiary identification, selection process and job matching later onward in the Programme.

In all the SINCE Programme implementation areas, beneficiary identification is held with the active participation of various stakeholders and implementing partners including woreda and kebele level task forces. Existing government structures at woreda and kebele level as well as established local community institutions including religious leaders were involved. With the involvement of these stakeholders, the beneficiary selection was conducted with selection criteria commonly identified by stakeholders and the implementers. The selection criteria were specified in order to select specific unemployed beneficiaries such as returnees and unemployed youth that are at high risk of irregular migration for employment opportunities. The set of selection criteria that were used for this purpose are almost uniform across the SINCE Programme implementation area. These include:

- Identification cards that designate the beneficiary is a resident of that particular woreda;
- Verification of the unemployment status/ verified unemployment status;
- Verification that the individual is not a beneficiary of other similar development programmes;

- Targeting of returnees and women with enrolment announcements (consider +50% gender balance where applicable); and
- The relative poverty status and livelihood condition (priority to the poorest of the poor).

Additional identification and assessment for skills training took place at the TVET before enrolment in the short-term training courses. The screening at this level was intended to increase the success rate in completion of training courses and ultimately meeting the criteria for waged employment. The minimum education level of grade eight was set to guarantee the learning capacity of the individual beneficiary.

These criteria had been applied and qualified through time although the selection process was not without challenges and bias. In the first round of beneficiary selection various inhibiting issues were experienced and overcome such as:

- A lack of experience on the beneficiary selection for similar interventions; and
- Availing distorted/foraged evidence from the beneficiary's side

In the second and third rounds, these challenges were eliminated as this was learned from the experiences from the first round.

### **2.1.2 Beneficiary identification in the SINCE Programme implementation areas**

The identification of the skills that are needed within the different companies and sectors as indicated in the LMI, has been a crucial component to link selected beneficiaries with the sectors, based upon their existing interests and experience.

#### **The beneficiary identification in Addis Ababa area**

At the onset of the SINCE Programme in Addis Ababa, also the Labour Market Assessment was made to identify the market needs and the potential sectors with their respective demand for wage employment. In this regard, metal, construction and the textile and garment sectors (value chains) were the major targets that were intended to absorb the potential beneficiaries. The market assessment enabled the focus of the project interventions with regards to the short-term training and to engage the project beneficiaries accordingly. Efforts were made to engage stakeholders in the beneficiary selection process by applying the selection criteria across the SINCE Programme implementation areas.

Although these criteria are prevalent in the selection process. Challenges were faced such as: (i) inclusion errors, whereby illegible individuals were included as a beneficiary, which ultimately induced exclusion of some legible beneficiaries; (ii) missed targeting caused for some economically better off individuals to be included as a beneficiary (also an inclusion error); and (iii) exclusion errors as for some reasons those who were eligible as a beneficiary were excluded. This was evidenced by the fact that:

- wrongly included individuals declined to accept job offers from the private companies after completion of training;
- a lack of willingness to work at the prevailing wage levels; and
- a high rate of dropouts after accepting the job offer.

However, the extent of missed targeting had been substantially reduced in the next rounds of beneficiary selection owing to lessons learned from the first round. Parallel to this, the SINCE Programme had also provided various refresher trainings to the concerned stakeholders in the

beneficiary selection to enhance their capacity regarding identification and documenting of unemployed potential migrants and returnees.

### **The beneficiary identification in Amhara Regional State**

The beneficiary selection in the case of SINCE Amhara also started with a Labour Market Assessment. Relevant stakeholders including government line offices and local community institutions were actively engaged in the selection process. The beneficiary selection process progressed from the onset (first round). However, the second and third rounds of beneficiary selection processes were more qualified due to the lessons learned from the first round and had been conducted in the interest of the beneficiaries and private companies (value chain stakeholders) demand.

### **The beneficiary identification in Oromia Regional State**

In the case of the SINCE Programme in Oromia, the Labour Market Assessment confirmed that the agribusiness/agriculture sector/value chain is the most pertinent sector in terms of wage employment and absorptive capacity. During the beneficiary selection process, this sector had been targeted. Missed targeting in the beneficiary selection was minimal from the onset. Lessons learned from the first round showed that missed targeting in the next phases of the beneficiary selection process reduced. As a way of making the process transparent, six steps were adopted in the second and third phases of the beneficiary selection process as summarised in Box A.

#### **Box A: The steps followed in the beneficiary selection process, SINCE Oromia area**

- Notifications of opportunities through a public notice to potential beneficiaries in the community;
- Registering potential beneficiaries;
- Notifying the identified beneficiaries with a public notice for a maximum of ten days to allow the community members to further audit for possible beneficiary inclusion and exclusion errors;
- Allowing the community to provide feedback on the identified beneficiaries;
- Verification of identified beneficiaries through door to door assessment of poverty status involving taskforce committee members, implementers, and local authorities;
- Verification through consultative meetings to validate the final list of identified beneficiaries for final decision. This stage of the process involves the local community, taskforce committee members, implementers, and local authorities.

### **The beneficiary selection in Tigray Regional State**

The beneficiary section in the case of the SINCE Programme Tigray was also on the basis of the Labour Market Assessment. The assessment revealed the sectors, metal, construction and textiles and garments as most relevant in terms of absorbing wage employment and hence, the Labour demand of these sectors (value chains) was taken in to account in the beneficiary selection process. The established partnerships among government institutions and private and public enterprises hastened the beneficiary selection process. The selection precision increased across the rounds as the second and third rounds of beneficiary selection processes included learned lessons from the first round and were conducted based on the interests of the beneficiaries and the enterprises.

## 2.2 Case Study 2: Relevant PES stakeholders

### 2.2.1 Assessment of the PES stakeholders

Through the Proclamation different stakeholders in the PES system have specified roles and responsibilities for SINCE Programme implementation. The job-creation oriented PPP framework in each Programme implementation area paved the way to identify relevant stakeholders for the PES system. Due attention had been given for the identification of stakeholders relevant to the context in each of the SINCE Programme implementations areas. The identified stakeholder institutions include private sector stakeholders/companies, public enterprises, and government institutions. Identification of relevant private companies for the PES system was based on the LMA made at the outset, employment absorptive capacity, and the company's interest to be part of the job-creation PPP scheme. In this regard, the major PES stakeholders in the framework of job-creation oriented PPP include:

- Private sector stakeholders (metal, construction, textiles/garments, leather, agribusiness);
- Small and Micro Enterprises operated by organised groups;
- Cooperatives and their Unions;
- The Bureau of Labour and Social Affairs/Office of Labour and Social Affairs
- The TVET Colleges;
- The TVED;
- The Small and Medium Enterprises Development Agency; and
- The Job Creation and Urban Food Security Development Agency

In harnessing the partnership, a tripartite MoU was framed signifying the role of the signatories. The major content of the MoU includes the provision of the Labour market information, cooperative training and/or apprenticeship, capacity building and market linkages, job placements and decent work. In the process, various institutions, initially not included in the PPP arrangement, were added during the implementation through the multi stakeholder platform established in each Programme implementation area with slight variations among the Programme areas. However, the structure and offices concerned are more or less similar. Accordingly, the following institutions were added at a later stage:

- The Job Creation and Enterprise Development Office (JCC);
- The Sectoral industrial development institutions (MIDI, LIDI, TIDI);
- The Educational institutions that proved to be key stakeholders during the implementation: additional TVET colleges and Universities in all SINCE Programme implementation areas; and
- Private sector associations (the CETU, the Employers Federation, the Chamber of Commerce).

The establishment of the job-creation oriented PPP platforms tailored to the local situation enhanced the facilitation of the PES system in most of the SINCE Programme implementation areas considering the sectors of importance in each area. Accordingly, the job-creation oriented PPP platforms emphasised metal, construction and textiles, garments value chains in the case of Amhara and Tigray Regional States; metal, construction, and leather in Addis Ababa. While the platform has given emphasis to the agriculture/agri-business value chain in the case of Oromia Regional State. Overall, the various stakeholders in the PES system have corresponding responsibilities that contributes to enhanced employment opportunity for the SINCE Programme beneficiaries as summarised in Table 4.



**Table 4: The PES stakeholders and their responsibilities**

Stakeholders	Responsibilities
<b>TVET service providers</b>	<ul style="list-style-type: none"> <li>• Provide short-term tailored training (three months at most) on the basis of labour market assessment and the interest of the beneficiaries.</li> <li>• Send the list of trainees who have completed short training to TVED, the SINCE implementing partner and Social Affairs office.</li> <li>• Organise accreditation for the short-term training to be recognised and validated</li> <li>• Assign mentors that follow up the trainees in the course of the cooperative training.</li> </ul>
<b>Companies</b>	<ul style="list-style-type: none"> <li>• Provide labour market information/labour demand that will facilitate the arrangement of short-term trainings.</li> <li>• Provide cooperative training for the SINCE Programme beneficiaries and supervision during the training</li> <li>• Provide possible employment opportunities based upon successful apprenticeships</li> </ul>
<b>BoLSAs</b>	<ul style="list-style-type: none"> <li>• Involvement in job matching process in collaboration (the main role being that of the BoLSA/ WoLSA) and in communications with TVETs and the private sector stakeholders for those beneficiaries who successfully completed the short term and cooperative training.</li> <li>• Tracing the results of employees</li> </ul>

### 2.2.2 Value chain specific stakeholders in PES

Identifying the different private companies in the various pre-identified sectors was strategically organised through the SINCE implementing partners, based on the Labour Market Assessment.

#### The Metal, Construction and Textile and Garment Sectors

The metal and construction value chains are more prevalent in Addis Ababa, Amhara Regional State and Tigray Regional State. In the case of Addis Ababa, job-creation oriented PPP's were signed with private companies, the Addis Ababa BoLSA, and the TVET colleges adhering to the provision of the Labour market information /Labour demand that facilitate short term trainings; and the provision of cooperative trainings for the beneficiaries and possible employment opportunities. Similar coordination platforms were also functional at sub-city level (Yeka, Kirkos, Arada, and Addis Ketema) between PES, private companies and the TVET office and colleges. This platform paved the way for the PES system to work closely with private companies and promote employment opportunities and simultaneously enabled private companies to offer job opportunities in the construction and metal sectors.

In the case of Amhara Regional State, the Labour and Social Affairs Office, the private sector and TVET institutions have created functional networks/ partnerships to match qualified youth and women to decent work and employment opportunities in the metal, construction and textile and garment sectors. In the Tigray Regional State, although the PES system is at its early stage, the BoLSA played a key role in the job-creation oriented PPP platform where implementers and private companies focused on job-matching for trained beneficiaries in all sectors (metal, construction, textiles and garments) in line with the demand for skilled labour in the private sector. In this regard, BoLSA took the lead on the metal sector platform where the demand for skilled workers is identified and matched to the TVETs for skill training. Similarly, discussions were conducted amongst stakeholders that included the Small, Medium Industrial Manufacturing Development Agency, the Job Creation and Urban Food Security

Development Agency, and owners of the private enterprises and SME's in order to facilitate apprenticeships and identifying employment opportunities. As the result of this effort, 31 new companies (both public and private enterprises) in the metal and construction sectors have signed the job-creation oriented PPPs up to September 2019.

### **The Leather Sector**

The SINCE Programme in Addis Ababa has been focusing on the development of the leather sector. With reference to this sector, the PES, the TVETs specialized in leather, and private companies have created mutual understandings on a public employment service through the specific established job creation-oriented PPP platform. Accordingly, PES promotion has been conducted through these sector-specific platforms although it was at an early stage.

### **The Agribusiness Sector**

In the context of the SINCE Programme, the agribusiness value chain is predominant in Oromia Regional State. A number of job-creation oriented PPPs have been signed among agri-business companies (flour factories and food complexes), agricultural cooperatives, Woreda Labour and Social Affairs Offices, TVET's, Small Scale Enterprises Development Agency (zonal and woreda level) Investment Promotion Offices (zonal and woreda level) and the Office of Women and Children Affairs (zonal and woreda Level).

In Oromia, the lack of a systematized system affected the generic job matching function of PES providers. Cognizant of this, SINCE Oromia facilitated the job-creation oriented PPP platform for the agribusiness value chain which resulted in successful job matching for a considerable number of programme beneficiaries.

The job-matching facilitation is made through multi-sector job-creation oriented PPP platforms engaging companies in the agriculture value chain with relevant government actors and TVET colleges. The SINCE programme has enabled the establishment of a job counselling unit within the woreda level Labour and Social Affairs Offices incorporating different line offices at woreda and zonal level. This played a significant role in facilitating several job opportunities for the programme beneficiaries.

In this regard, the Labour and Social Affairs Offices in Tiyo and Sinana Woredas were selected by the consortium to strengthen the public employment service. A Tripartite engagement among the stakeholders facilitated smooth flow of the LMI, which is contributed to successful job matching. The specific role of each stakeholder is explicitly designated in the MoU articulated for this purpose.

## **2.3 Case Study 3: Functions of PES**

Across all the areas in which the SINCE Programme is being implemented, the Labour and Social Affairs offices at woreda level are involved in jobseeker registrations. In some cases, Small and Micro Enterprises Development Agency (branch offices at woreda level) undertake the registrations. There is duplication of registration by both offices as there is no exchange of jobseeker registrations data and they often operate independently. The SINCE Programme intervention in the context of PES has brought about meaningful change in the intervention areas, particularly in Addis Ababa, Amhara Regional State and Oromia Regional State.

In Addis Ababa, PES, TVET's and private partners are working jointly through the initiation of the SINCE Programme aimed at solving the job matching challenges. In this regard, the SINCE Programme has created mutual understanding of PES through the job-creation oriented PPP in sector-specific platform meetings that pertains to the metal, construction, and leather sectors. All sub-cities in Addis Ababa in which the SINCE Programme is being implemented PES is used for job-matching within TVED organisational structure.

The SINCE Programme implementers have conducted gap assessments across the sub-cities and identified different gap categories that include:

- Skills gaps with PES officials,
- Resource gaps at the PES office level, and
- Use of outdated database which was not conducive to job-matching.

To address this gap, capacity building trainings were provided to PES stakeholders at sub-city level to enhance their capacity in the selection, profiling, and linkages with unemployed youths, women, returnees and potential migrants with employment opportunities.

The PES function in the SINCE Amhara Programme Area was piloted jointly by the CIFA and the TVED in Kalu woreda. The Kalu woreda PES center is taken as a model for SINCE Programme implementation with reference to PES. Based on the success of the pilot scheme, there is interest to scale up this practice to the other four project woredas. The pilot PES is also equipped with Microsoft Access Software to create a database for jobseeker registration. The digitization of the registration system in the PES center in the woreda has solved job-seeker registration and job-matching challenges encountered in the use of long ledger-based documentation and outdated registration processes.

In the Amhara Regional State SINCE Programme also piloted a YES Center established by ILO intervention in Bahir Dar City. This specific intervention is further analyzed in the chapter 2.4

In the Oromia Regional State, the PES system focuses on facilitation of employment opportunities through multi-sector engagement with emphasis on the agriculture/agribusiness sector. The SINCE Oromia project has enabled the establishment of a job counselling unit within the woreda Labour and Social Affairs Offices incorporating different offices at woreda and zonal level. This is important for sustaining the project effects after project end. The Tiyo woreda and Sinana Woreda Labour and Social Affairs Office were selected by the consortium to strengthen the public employment service.

The PES system in the case of Tigray Regional State is at an early stage. There is no established PES center for job-matching based on a digitalised job-matching system. However, the BoLSA has played a key role in the job-creation oriented PPP platform experience where implementers and private companies focused on job-matching based on the demand for skilled workers.

### **2.3.1 The registration of jobseekers**

The existing practices among the PES services centres in the SINCE Programme intervention areas are similar with regards to collecting and reporting job vacancy information. In general, the information available at PES centres regarding vacancies has been incomplete and limited. A PES office employee in one of the Programme areas stated that “there is no traceability on the system and the duplication rate is high. Moreover, the matching of jobseekers with appropriate jobs is difficult and results are low”. In this regard, the intervention of the SINCE Programme in PES is to empower the PES system in such

a way that it can deliver a full range of services to youth and enterprises including registration, job orientation/awareness, career guidance and job matching.

#### **Jobseekers Registration in SINCE Addis Ababa Project Area**

The existing jobseekers registration in Addis Ababa is through manual registration. The SINCE Addis project implementers have conducted gap assessments across the 4 sub-cities and identified the use of outdated databases as one of the difficulties for successful job-matching. Addressing this gap, capacity building trainings were provided to PES stakeholders at sub-city level to enhance their capacity in registration, selection, profiling, and linkages with unemployed youths, women, returnees, and potential migrants with employment opportunities.

#### **Jobseekers Registration in the SINCE Amhara Project Area**

Following the SINCE Programme intervention, efforts were made towards digitalisation and result was observed through the use of MS Excel and MS Access with an example of successful implementation specifically at Kalu woreda PES center. Under the SINCE Amhara project a database was designed and connected to different kebeles for the registration of unemployed people. The database is functional as part of the SINCE Programme and could be shared as a best practice for other areas. Job-seekers' ID's were used as unique key identifiers for sorting job-seekers and job-matching. Accordingly, in November 2019, more than 2000 job-seekers (including non-SINCE beneficiaries) have been registered. Based upon the successful application of the system, training was provided on the Microsoft Access application database for 27 officials who are working on the PES system in three zones of Amhara Regional State.

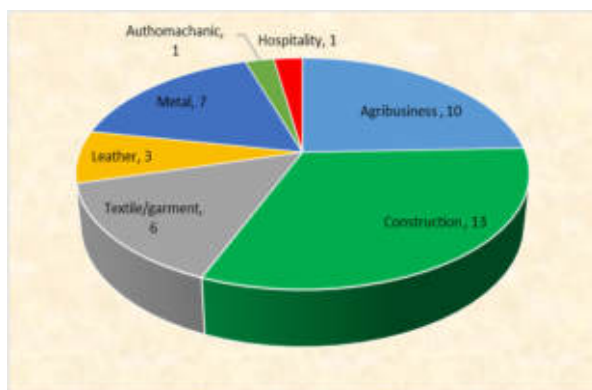
#### **Jobseekers Registration in the SINCE Oromia Project Area**

The Woreda level Labour and Social Affair Offices are actively engaged in recruiting, screening and registering unemployed youth and returnee beneficiaries entirely through the manual registration system. However, the SINCE Oromia project provided facilities and training to the respective staff of the woreda Labour and Social Offices to capacitate the jobseekers registration and job matching activities of the offices. Following the provision of training and facilities, focal persons were assigned for the purpose and a significant improvement was observed. Both the registration and the job matching efforts were more organised than in the existing manual system.

### **2.3.2 Preparation of short term training curricula and on-the-job trainings**

Although the actual training of jobseekers is not a PES function, conduct studies, in collaboration with the concerned offices, relating to the manner of improving vocational training and therefore support the preparation of training programmes is part of the PES functions as described in chapter 1.2.2.

SINCE newly designed or improved (41) short-term training curricula that obtained Certificate of Competence (CoC) recognition for metal, construction, leather and textiles/garments has been provided to 7.161 SINCE beneficiaries in different implementation areas of the Programme until December 2019.



Furthermore, the PES involvement in the SINCE beneficiary identification structured process also facilitated beneficiary selection for different training opportunities in different sectors. Parallel to the training orientation, the jobseekers received job counselling.

**Figure 4: SINCE New or Improved TVET Curricula until December 2019**

### Technical Training in the Construction and Metal Sectors

In Addis Ababa, short-term technical training that obtained CoC recognition had been provided for the selected SINCE beneficiaries joining the metal and construction sectors. Beneficiaries were first assigned to attend skill trainings at TVET colleges. On-the-job training, after the technical training, was organised with the support of PES offices with different private sector players, SME's, and larger companies through an apprenticeship model.

In the Amhara and Tigray Regional State, short-term technical training had also been provided for beneficiaries joining the metal and construction sector. Following this, cooperative training was also facilitated by the SINCE Programme and has been used as a means for successful job matching based on beneficiaries' performance. Collaboration amongst PES and the SINCE implementing partners, private companies and the TVETs created through different platforms facilitated the smooth implementation of apprenticeships in the area.



**Figure 5. Short-term technical construction training**

### Technical Training in the Leather Sector

In the case of SINCE Addis Ababa, short-term technical training that obtained CoC recognition had been provided for beneficiaries joining the leather sector companies. Cooperative trainings/ apprenticeships were also facilitated by the PES. However, the apprenticeships in the leather sector has been a challenge due to the limited availability of large companies and lack of raw material/leather in the case of the SME's.

### Technical Training in the Textile and Garment Sector

In the Amhara Regional State, short-term technical training had been provided for beneficiaries joining the textile and garment sector. On-the-job training was also provided, and it was more effective in the region due to the collaboration amongst the SINCE Programme implementing partners, private companies, PES and TVETs.



Figure 6 Short-term technical textile training in Dessie

### Technical Training in the Agriculture/Agri-business Sector

New short-term technical training curricula for the agri-business sector were designed in collaboration with the BoLSA, focused on enterprises skills gaps assessment. Following the short-term trainings at TVETs, on-the-job training was organised by the project in collaboration with PES and different private agro-processing companies and resulted in successful job matching for most of the beneficiaries by companies in Robe and Asella towns in the food processing sector.

### Soft Skill Training and Orientation

Throughout the SINCE Programme, also with the involvement of PES offices, beneficiaries are oriented on work ethics and values on the life of work. The effectiveness of this soft skill training was witnessed by most private companies which hosted the beneficiaries for cooperative training as well as those companies which employed the beneficiaries. It is taken as one of the remarkable achievements of the SINCE Programme across the implementation areas. Due to the soft skill knowledge and the tailored technical skills acquired the SINCE beneficiaries became preferred employees.

### Job counselling

Job counselling had been provided jointly by the TVET colleges in collaboration with PES (mainly woreda level Labour and Social Affairs Offices) when the beneficiaries attend the last month of their technical training at TVET's. This approach was common in all the SINCE Programme implementation areas for all beneficiaries in all sectors. However, SINCE Oromia specifically facilitated and supported the establishment of job counselling units within the Woreda Labour and Social Affairs Offices. This initiative is crucial for the long-term sustainability of the SINCE Programme achievements in terms of wage employment. The major job counselling elements that are provided to the beneficiaries through this mechanism are:

- provision of induction training for the SINCE grant beneficiaries to create awareness on private companies' work environments;
- advise on how contracts are transferred from temporary to permanent work;
- advise on how to deal with employers in terms of salary and additional benefits;
- advise on leave regulations;
- advise on job promotion;
- provision of counselling on how to manage living costs.

The ILO SINCE Programme component worked very hard to build capacity of government local partners and the Bahir Dar YES center employees by providing different workshops related to counselling of jobseekers. It also organized the translation of the manual “Surfing the Labour Market: Job search skills for the young people’ into Amharic language and provide Training of Trainers (ToT) cascaded for labour market experts and jobseekers. At the end of December 2019, as a result of this SINCE provided capacity building, 508 jobseekers (263 male and 245 female) received group career counselling of which 329 (171 male and 158 female) through YES center staff and 179 (92 male and 87 female) by Bahir Dar University career counsellors. As per YES center assessment, lack of adequate space for counselling services was identified as a challenge in the delivery of YES center services. In response to this, BoLSA agreed to construct a counselling room (4x4 meters) at the YES center compound.

No.	Month	Date and time	Activities	Counselor
1	September 2019	Tuesday 07/09/19 2:00pm-4:00pm	Self assessment and exploring career	Meynet Ayalew
2		Thursday 09/09/19 11:00am-12:00pm	Self assessment and exploring career	Teshome Eshel
3		Tuesday 14/09/19 2:00pm-4:00pm	Preparing Curriculum Vitae and application letter	Meynet Ayalew
4		Thursday 16/09/19 11:00am-12:00pm	Preparing Curriculum Vitae and application letter	Teshome Eshel
5		Tuesday 20/09/19 11:00am-12:00pm	Preparing for an interview	Meynet Ayalew
6		Thursday 23/09/19 2:00pm-4:00pm	Preparing for an interview	Teshome Eshel
7		Tuesday 28/09/19 11:00am-12:00pm	Evaluating job offers and Managing the interview process	Meynet Ayalew
8		Thursday 30/09/19 2:00pm-4:00pm	Evaluating job offers and Managing the interview process	Teshome Eshel

Figure 7. The YES Center - training and counseling plan 'Surfing the Labour Market'

### 2.3.3 Job matching

The generic job matching system by the PES provides the customary services in two ways: through direct referral of the jobseekers to vacancies and through managing employment services on behalf of or together with employers. However, the lack of systematized and automated processes to fulfill the job-matching process affected the functionality of the customary PES system. In the SINCE Programme, the establishment of job creation-oriented PPP platforms attempted to offset some of the shortfalls in the generic job matching system. In the arrangement of the platform, the private companies (employers) provide labour market information/labour demand and the PES is involved in the job matching process in communication with TVETs and private sector stakeholders for those beneficiaries who successfully completed the short term and cooperative training.

This approach is functional in all SINCE Programme implementation areas (apart for the YES center described in the chapter 2.4) with slight differences. Observing the success of this approach, the BoLSA's in some of the Programme implementation areas opt for scaling up of the approach.

As a result of these efforts in job matching, significant achievement has been realised in the SINCE Programme implementation areas. Examples of the results achieved up to September 2019:

- The registration of 1500 jobseekers in the case of SINCE Oromia and successful job matching of 511 registered jobseekers (411 in agribusiness and 100 in textiles and garments sectors);
- The registration of 1146 jobseekers in the case of SINCE Amhara and a job matching success of 507 jobseekers in metal, construction and textiles and garments sectors;
- The registration of 1800 jobseekers in the case of SINCE Addis Ababa and success in job matching of 125 jobseekers in construction and metal sectors.

In Addis Ababa, SINCE beneficiaries in metal and construction sectors were linked to employment opportunities. Before the implementation of SINCE Programme in the area, the role of PES was limited to manual registration of jobseekers who came to the PES office. However, due to the awareness created through the job creation-oriented sector-specific and multi-sector platforms PES has started job-matching through direct communication with private companies. Job matching efforts were made

both with contracts and without contracts (without presenting a contract to SINCE). Also, similar efforts were done to enhance job matching in the leather sector. However, the job-matching results were at a lower level due to the prevailing low wages specifically in the private sector.

In Amhara Regional State (in addition to the YES center described in the chapter 2.4), a pilot PES has been implemented in Kalu woreda and applied Microsoft Access software to create a database for jobseeker registration. The adoption of the software solved the challenges encountered in using ledger-based documentation and an outdated registration process. This job-matching modality has been taken as a best practice by government stakeholders. It is attempted to be used for other similar projects.

In the case of the SINCE Oromia project, the Woreda Labour and Social Affairs Offices also engaged in the job matching process with technical support from the SINCE implementing partners. SINCE beneficiaries, both potential irregular migrants and returnees, were employed in food processing complexes, flour factories, producer cooperatives, cooperative unions and in flower growing farms. The majority of the job offers came from the food complex companies in Assela and Robe towns. In most cases, SINCE beneficiaries enjoy more employment opportunities and better pay than non-beneficiaries due to the tailored short-term training in line with the needs of employers, life skill trainings, and support by job matching facilitations.

### 2.3.4 Traceability

Traceability of employees is challenging in the absence of a digitalised PES system. It would be even more difficult when the nature of employment is seasonal such as is the case in the construction sector. Effective traceability requires an automated system. Currently, some Universities in Ethiopia have conducted tracer studies, which is labour intensive and most of its components are undertaken manually.

In the context of the SINCE Programme, SINCE Amhara had implemented a pilot database with the intention of tracing beneficiaries who have moved into waged employment through the multi-stakeholder platform and by frequent contact with the private sector. Such a system is instrumental for an inventory outlining the reasons why people leave their wage employment. The reasons could be related to seasonal work, a decent work environment, type of contracts, decent wages, career prospects, etc. Hence, with traceability, the project was still working on developing a more detailed system to capture useful information.

Towards this end, efforts were made manually in each of the SINCE Programme implementation areas in the form of beneficiary tracer studies to identify the number of beneficiaries who *continued working after three months of their employment commencement*. However, during the field visits in October-November 2019 it was not clear if the tracer survey reached a representative portion of the beneficiaries as such no conclusion can be drawn from this. Besides that, in September 2019 a total of 932 beneficiaries and in March 2020 a total of 2.300 SINCE beneficiaries<sup>12</sup> remained employed at least for three months after their contract was signed.

---

<sup>12</sup> Source: Embassy of Italy – SINCE Programme



## 2.4 Case Study 4: YES Center

During the SINCE Programme inception phase, the ILO selected the most migration prone regions along with the intervention areas for the SINCE Programme. Bahir Dar city in Amhara Regional State was selected to pilot Youth Employability Services (YES). Accordingly, the project in Bahir Dar was planned with expected outcomes being:

- Piloting a Youth Employability Services (YES) center in Bahir Dar city;
- Expanding the existing Youth Employment Service offered by the PES;
- Facilitating partnerships between the YES center and potential employers; and
- Increase the placement of youth in decent jobs.

The YES center is reported to be a joint initiative of government institutions, private sector and civil society organisations. The role of the ILO in this regard is, therefore, supporting the center both technically and financially as part of its project 'Addressing the Root Causes of Migration in Ethiopia'. The core stakeholders that constitute the joint initiation are listed in Box B.

### Box B: Institutions that jointly initiated the YES center

- Bureau of Economic Development and Finance;
- Bureau of Labour and Social Affairs;
- Bureau of Vocational Enterprise and Development;
- Bureau of Youth and Sports;
- Confederation of Ethiopian Trade Union.
- Amhara Employers Association

The target beneficiaries are unemployed youth, university and TVET graduates, potential migrants, and returnees. The YES center implementation in Bahir Dar has a specific objective, corresponding to a main component of the SINCE Programme: Enhance smooth school to work transition for university and TVET women and men graduates.

The YES center is generally aimed at addressing the needs of young jobseekers by providing labour market information and performing registration and job matching services. It also aimed delivering career guidance and counselling and training youth in job searching skills and to bridge the gap between employers and jobseekers. The intervention addresses the needs of the employers to recruit suitable candidates and assists in reducing the recruitment costs through job matching service.

In this regard, the ILO established a YES center in a sub-city of Bahir Dar including three kebeles. In addition, the existing PES center and its services will be strengthened. The project will address major challenges that are faced by PES and attempts to elaborate successful outcomes in other parts of Ethiopia.

At the YES center level an Advisory Group and a Technical Work Group have been established that are supporting the YES center to address bottlenecks, identify challenges and to achieve the objectives of the center. The Technical Advisory Group organize meetings with stakeholders in a multi-stakeholder platform for consultation and joint decision making with mandated stakeholders.

### 2.4.1 Registration of jobseekers

The YES center facilitated the registration of TVET graduates. The project was able to increase the coordination, communication and coordination with the TVET institutions and TVED. Higher educated jobseeker registration is undertaken in cooperation with Bahir Dar University, which is developing an online registration system. This is undertaken in cooperation with the YES center. The SINCE ILO

project improved the registration of graduates geared to employment opportunities. Although the Bahir Dar University has an existing tracer system for its graduates, it does not have exact data for other higher educated graduates registered within the sub-city.

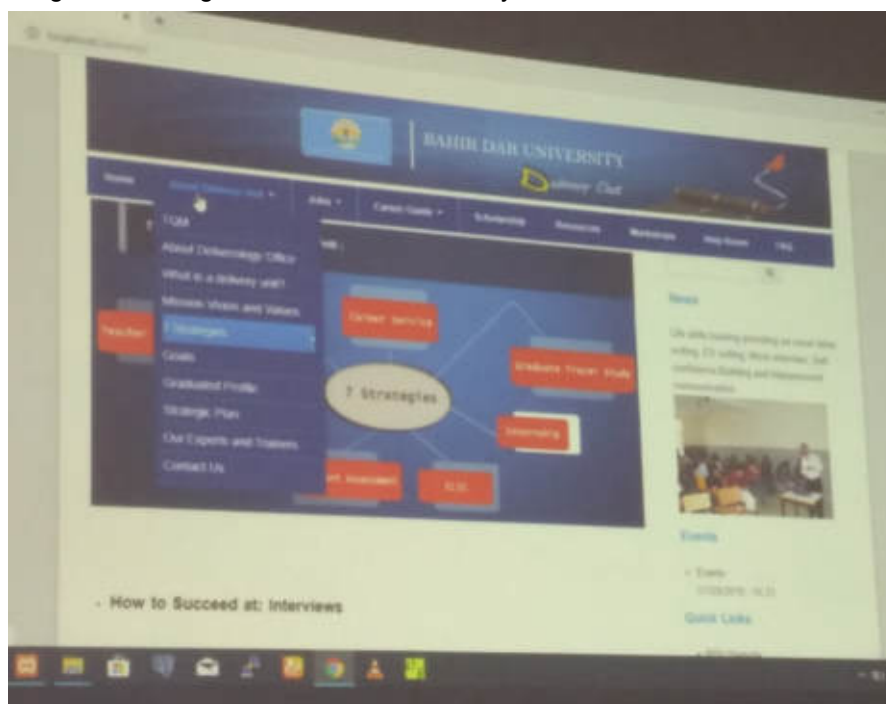


Figure 8. Online domain for final year students from Bahir Dar University

The YES center continued the registration of jobseekers, vacancies and job matching. Since June 2018 till September 2019, a total of 1035 jobseekers were registered of which 112 were referred and 21 jobseekers were matched and placed in decent jobs. To facilitate the jobseekers, two additional staff were recruited to lead and support the functions of the YES center. Moreover, the YES center Coordinator and data Encoder were recruited by BoLSA.

Vacancies for unskilled jobseekers (meaning jobseekers without formal qualifications) are handled through the Employment Service office that also received support in the form of capacity building through the project. In line with this, the employment centre to provide employment services for jobseekers was set up at Bahir Dar city administration. Till September 2019, a total of 92 jobseekers were registered. To help the facilitation of job-seekers registration and subsequent job-matching possibilities, four staff were assigned, and ILO equipped the employment centre with desktop computers, a laptop, photocopier machine, printer and with chairs and tables.

Table 5: The number of jobseekers registered with YES and PES up to September 2019

Category	Number		
	Male	Female	Total
<b>YES Center jobseekers</b>	511	524	1035
<b>PES Center jobseekers</b>	35	57	92

## 2.4.2 Registration of vacancies

Awareness raising for private sector stakeholders was undertaken in order to increase the number of companies that post their vacancies with the PES/YES center. A basic format is developed and provided to companies allowing them to register and post their vacancies on the PES platform.

As a result, companies (particularly hotels) communicated the available vacancies on the PES platform and following this successful job matching results were realized. However, so far only few companies, mainly from the hospitality industry, communicated the available vacancies despite a number of companies in the city of Bahir Dar. The hotels mentioned that the motivation of the employees and their orientation on work was difficult. They also mentioned that they had problems with high turnover and for this reason they kept advertising the same vacancies with the YES center.

This calls for further efforts to engage more companies into the platform and increase the quality of the information provided on the available vacancies. Until September 2019, a total of 110 vacancies have been registered by the YES center.

### 2.4.3 Job search assistance services

At the Employment Centre, established at Bahir Dar (Minilik sub-city) the project introduced career guidance and career counselling that can be provided to jobseekers in the YES center and in the partner institutions in Bahir Dar. Although career guidance and career counselling were already introduced, its provision to jobseekers and partner institutions was not extensive. The YES center plans to reach more jobseekers and partner institutions to enhance the facilitation of the job matching process. Towards this end the YES center is developing guidelines and has been employing two counsellors (in addition to the 4 staff members) to provide career guidance, training, and counselling services to the registered jobseekers.

Moreover, the YES and Employment staff were provided with training and orientation on the ILO agenda on decent work and social protection, as well as roles and responsibilities. With the job orientation training for the YES center they realized that actually more staff is needed in order to perform all the work in a correct manner and to successfully facilitate job matching.

### 2.4.4 Placement services

In line with placement services, the project first introduced how career guidance and career counselling should be provided to young jobseekers in the YES center and in partner institutions in Bahir Dar. The project also piloted the PES provision through multi-stakeholder partnership and how different government bureaus can work together on youth employment benefiting from each other's added value. The project demonstrated the potential of providing youth employment services using the existing PES structure and resources in the region and raised awareness on the importance of private sector collaboration.

Efforts were also made to build the capacity of stakeholders in strategic planning and PES delivery to youth. Following these efforts, registered jobseekers were referred to jobs posted on the platform as indicated in Table 7. The first initiatives on placement services included awareness raising activities.

**Table 7: The results of referring and matching jobseekers YES center (December 2019)**

Category	Number		
	Male	Female	Total
<b>Registered vacancies</b>	-	-	110
<b>Registered jobseekers</b>	511	524	1035
<b>Referred jobseekers</b>	59	53	112
<b>Matched jobseekers</b>	7	14	21

### 2.4.5 The labour market information function of PES

Under this PES component a database is being developed to register the jobseekers. Currently the YES center is working with an Excel spreadsheet to register the jobseekers and to collect the information from the jobseekers. This creates an overview and can be translated into an LMI. The Bahir Dar University is working on the design of a jobseeker database where students can login to the University website and register or access vacancies.

In this regard, the Digital Online Labour Market System and mobile application is in the process of development. Thus far, the mobile application is finalized, and the establishment of the system is ongoing; piloting and testing is conducted. Moreover, training was provided to jobseekers and employer representatives at Bahir Dar University.

## 3. SINCE LESSONS LEARNED ON PES IMPLEMENTATION

At the onset of the SINCE Programme, multiple challenges were encountered, which were addressed by the implementers during the operational process. As described in the previous chapters the challenges have been overcome as follows;

- The challenge of the identification of the sectors/value chains with the potential for developing wage employment opportunities have been addressed by Extensive Labour Market Assessment (LMA) and formulating (41) new or improved tailored TVET technical short term training programmes aligned to the identified sectors/value chains created an overview of potential wage employment opportunities.
- The challenges for the identification of appropriate beneficiaries of the Programme, has been solved by setting clear selection criteria in each Programme implementation area and involving all pertinent stakeholders in the selection process increased appropriate beneficiary selection
- lack of a strong PES system in the Programme implementation areas to hasten the job registration and job matching processes has been addressed by establishing job-creation oriented sector specific platforms which played a significant role in directly linking trained beneficiaries to on the job training and wage employment opportunities in the selected sectors.

In the sectoral platforms, the PES actors in all Programme implementation areas were encouraged to take an active role with an aim of ensuring the sustainability of the system after the completion of SINCE.

As mentioned in chapters 1 and 2, the Public Employment Services play an intermediate role, which they can only fulfill successfully if they have adequate Labour Market Information (LMI). However, lack of LMI remained a critical barrier for successful job matching. Towards this end, the SINCE Programme established and facilitated (14) job-creation oriented PPP platforms in each Programme implementation area to link the Programme beneficiaries with employment opportunities through engaging with the PES actors.

The existing PES system as shown in the different cases studies of Chapter 2 was characterised by shortcomings in providing the necessary services to jobseekers and was mostly dysfunctional. The SINCE Programme contribution in this regard is through location specific interventions, a lesson that can be used in replication and upscaling of the model.

The following sections present these potentially PES-focused interventions of the SINCE Programme with specific reference to beneficiary identification, involvement of stakeholders and functions considering selected value chains.

### 3.1 Lessons learned related to beneficiary identification

The SINCE beneficiary identification/selection process had been made by PES with stakeholders at all levels with set criteria and specific considerations for gender balance. Although these criteria were applied and qualified over time, the selection process faced challenges and bias at the beginning.

The initial challenges in the unemployed selection process were related to the lack of experience amongst the local civil servants working with Labor & Social Affairs who created evidence without a verification mechanism by some beneficiaries.

These challenges caused mistargeting amongst the SINCE beneficiaries. The consequence of the mistargeting caused a high drop-out rate in the first batch of selected beneficiaries throughout the Programme. Fortunately, the implementing partners were able to identify the main reasons for the high drop-out rates as identified in sections 2.1.1 and 2.1.2 covering;

- The wrongly identified beneficiaries;
- Lack of willingness to work due to the perception of jobs offered as “low graded and paid jobs”;
- In some cases they dropped out after first having accepted the job offer; and
- Some of the wrongly identified beneficiaries were more interested in self-employment.

#### The Lessons Learned

Based on the lesson learned from the first round, the second and the third rounds beneficiary selection had been improved. Following the existing beneficiary selection criteria, the selection process was refined adding other criteria such as specifying the sector of interest from the registered beneficiaries to support the match with the possibilities for further career development. Overall, the lesson collected from the first phase markedly improved both the PES process of selection and targeting of beneficiaries for the intended purpose. In this regard, the need to make the process transparent and participatory among the relevant actors/stakeholders is an important lesson learned from the SINCE Programme with reference to beneficiary identification and selection.

Another lesson learned was that although the beneficiary selection process across the SINCE Programme implementation areas share common features, in some of the SINCE Programme implementation areas (such as SINCE Oromia) contextualised the process to the local conditions (with inclusion of location specific criteria) in consultation with local government, private sector actors and local community leaders. These locally added criteria have been outlined in Box A section 2.1.2)

In view of further refining the identification and selection process of beneficiaries in the various SINCE Programme implementation areas, partners organised refreshment trainings to PES officers who were involved in the unemployed selection process. This enhanced the capacity of the PES in terms of identifying and documenting unemployed potential migrants and returnees to the short term TVET training and subsequent employment programmes. The lessons learned from the beneficiary identification process falls under the following categories:

- The need to capitalise on specific purposes for which the unemployed are selected. The goal of the SINCE Programme is reducing unemployment through wage-based employment. For this, the pre-requisite is tailoring the unemployed selection process towards the identified potential sectors;
- The need to set identification/selection criteria in a transparent and participatory manner and making it convincing to all involved;
- The need to contextualise the generic unemployed identification and selection process to local conditions;
- The inclusions of the most vulnerable group to irregular migrants (unemployed youths and returnees) who wish to transform their lives through the wage employment opportunity;
- The need for providing information related to available jobs and making this information available in the rural areas, where potential migrants are more prevalent;
- The need to provide orientation to beneficiaries on salary expectations, to prevent disappointment and dropout from waged employment;
- The need to give orientation to the wage employment nature of some sectors, such as construction, which is characterised by seasonality and hence provide less job security for waged employment.

## 3.2 Lessons learned from stakeholders assessments

The purpose of SINCE Programme intervention in PES is to optimise the delivery of a range of services including job orientation/awareness, career guidance and job matching. In this regard, the job-creation oriented PPP framework in each SINCE Programme implementation area paved the way for the identification of relevant stakeholders for the PES system. Due attention had been given to the identification of stakeholders relevant to the context in the SINCE Programme implementation areas.

In this regard, the principles of PPP are contextualised to address the wage employment issue and referred to as the job-creation oriented PPP platform involving public and private sector actors. This intervention has been instrumental in the facilitation of apprenticeship/cooperative trainings and employment opportunities in all value chains/sectors addressed by the SINCE Programme.

### 3.2.1 PPP MoU and Multi-Stakeholders Platform

The identification of relevant private companies for the job-creation oriented PPP based on the Labour Market Assessment was made at the onset of the SINCE Programme. The Labour Market Assessment revealed sectoral labour absorptive potential with the sectors. Moreover, the assessment included the company's interest to be part of the PPP. Stakeholder identification was followed by awareness creation training on the PPP scheme and Decent Work principles in order to guarantee smooth implementation of the partnerships towards sustainable wage-based employment.

Sustainable collaboration between private companies, TVET and PES are important in order to successfully implement job matching. In this regard, the **adoption of a tripartite (PES-enterprise-TVET) Memorandum of Understanding** signifies the role of the signatories with content that pertains to provision of Labour Market Information, cooperative training and/or apprenticeships, capacity building and market linkages, job placement and decent work. This makes the PES system an integrated approach that takes into consideration the four basic thematic areas of the SINCE Programme. The establishment of the multi-stakeholder platform through the signing of Memoranda of Understanding between different actors has proven to be effective. The multi-stakeholder platform provides an increased effectiveness for job matching within the different sectors.

Increasing the number of potential partners through the job-creation oriented PPP modality aimed at the creation of a stronger and functioning PES and hence enhance the job matching system. In view of these, the following are lessons learned:

- The relevance of the Labour Market Assessment that pertains to labour demand and labour absorptive capacity in all sectors/value chains (agribusiness, metal, construction, leather and textile/garment);
- The inclusion of private companies in the job-creation oriented PPP scheme based on labour market assessment, labour absorptive capacity and interest in all sectors aimed at a sustainable job market for the unemployed beneficiaries and beyond;
- The need to ensure commitment of PPP signatories by signing MoU to facilitate apprenticeship/cooperative trainings, labour market information and decent employment opportunities for SINCE beneficiaries;
- The need for awareness creation and consideration of Decent Work principles in the job-creation oriented PPP platforms in all Programme areas and focus sectors;
- The need for the provision of continuous capacity building trainings for stakeholders as a means of ensuring sustainability of the intervention beyond the SINCE Programme lifespan. There is also a need to further empower the actors with skills to perform their role within PES (a case from the SINCE Programme Oromia as described in table 4 section 2.2.1);
- Engaging more private sector actors, SME's in the metal and construction sectors to absorb a higher number of unemployed (as per the example from the SINCE Programme Tigray outlined in section 2.2.2);
- Companies that post vacancies need to be monitored with regards to the number of jobs offered and re-posted. Especially where high turnover of staff occurs issues can be addressed within a company.
- In view of enhancing the engagement of the private sector actors, the need to include the Employers Federation and Chambers of Commerce, which are well organised throughout Ethiopia into different sectoral associations, with many companies as their members.

### 3.3 The Lessons learned from the PES functions

The functioning as well as the challenges are described in section 1.2.6. Following that, the purpose of the SINCE Programme intervention in view of the functions and challenges is to enable the PES actors to deliver a full range of services to jobseekers.

The operation of the PES system was not uniform across the SINCE Programme implementation areas. In the case of the SINCE Amhara and the SINCE Oromia, the Programme intervention enhanced the engagement of the PES system in the registration and job matching endeavors although more work is needed to enhance their performance, replication and scaling-up of the model to sustain the impacts of the SINCE Programme interventions. In the case of the SINCE Addis Ababa, 4 sub-city level PES offices were engaged and started to form sectoral job-creation oriented platforms with the private sector with the ultimate goal of facilitating job-matching for the jobseekers. With reference to the SINCE Tigray, the PES system is in its primary stage, but in the same way of Addis SINCE the BoLSA were engaged in facilitating sectoral platforms.

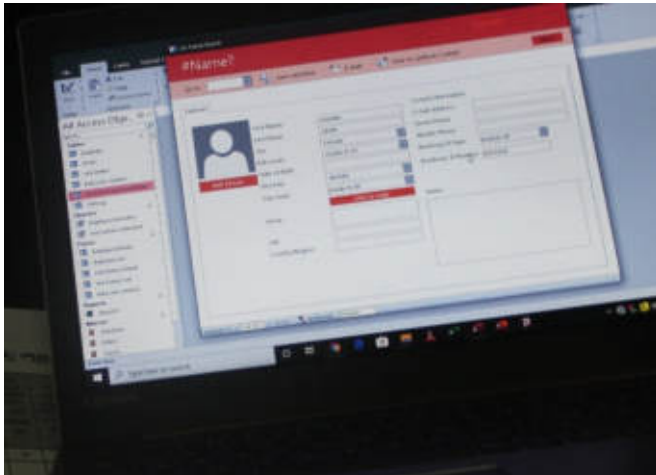


Figure 9 Jobseekers digital registration system at Kalu woreda

Across all the PES centres, registration of jobseekers and traceability efforts were made manually. However, this obstructed their success towards successful job matching. There are some pilot level scalable efforts towards digitalisation of registration (e.g. Kalu woreda PES center in Amhara Regional State). Efforts are underway to scale up this pilot level scheme to the neighbouring areas through the provision of trainings to officials in the PES system.

### 3.3.1 The registration of jobseekers

The assessment in all the SINCE Programme implementation areas across sectors highlight issues for the of registration of jobseekers:

- Effectiveness of the PES system was constrained by incomplete information on vacancy registrations;
- Lack of strong collaboration between the PES system and employing companies inhibited the possibility for effective job matching;
- Registration of jobseekers was not followed by the provision of labour market information;
- Manual registration of jobseekers and vacancies limited the functionality of the PES system for job matching and traceability;
- Duplication of registration and absence of feedback tracing limited successful job matching and traceability;

For successful implementation the following was required, and good be considered as lessons learned;

- make efforts to empower the PES in such a way that it can deliver its full range of services;
- stimulate efforts towards digitalisation of job registrations;
- engage at the Woreda level Labour and Social Affairs Offices in the registration of jobseekers;
- enhance the capacity of sub-city level PES offices to engage in the registration of jobseekers.

### 3.3.2 Training

In terms of training, two training categories contributed to the success registered in the PES system in complementarity with the job-oriented PPP platforms. This can be taken as a lesson learned for potential scalability:

- Tailored (46) new or improved short term technical training was provided to beneficiaries in all the SINCE Programme implementation areas in all the sectors. **This facilitated direct matching of the trainees to specialised sectors.** The technical training, however, should be developed in a uniform manner with national recognition to enhance facilitation of job matching throughout the country and to ensure its sustainability;



- The **effectiveness of soft skills training was witnessed by most private companies/employers** in all Programme implementation areas. The soft skills intervention contributed to the preferences of the employers in favour of the SINCE Programme beneficiaries.

### 3.3.3 Job matching

In the context of our assessment, the sector specific job-creation oriented platforms backed the PES system to match the SINCE Programme beneficiaries with available wage employment opportunities. However, to ensure sustainability, the PES system should endeavor to improve jobseekers and vacancy registrations and the successful matching of the two sides: labour supply and demand.

With reference to our assessment in the SINCE Programme areas across the value chains, the following are lessons learned:

- Technical support is required for the local BoLSA offices to learn how to activate the existing systems for the identification of potential irregular migrants and returnees and how to support the beneficiaries into wage employment with different private enterprises;
- Owing to the awareness created through the job creation-oriented sector-specific and multi-sector platforms, the PES has started job-matching through direct communication with private companies, which are mostly members of the platforms;
- The SINCE Programme intervention paved the way for the development of scalable pilot level automated systems that created a data base for jobseekers registrations to help resolve the challenges encountered in the job matching process based on a manual registration system;
- The need to increase the visibility of the PES Office through facilitating cooperation with large companies and Industrial Parks that have enormous potential in absorbing wage employment.

### 3.3.4 Traceability

Efforts were made manually in each of the SINCE Programme implementation areas in the form of beneficiary tracer studies to identify the number of beneficiaries who continued working after 3 months of their employment started. However, traceability is challenging in the absence of an automated PES system. To address this challenge, a pilot scalable database system was developed at the Kalu woreda PES centre (Amhara Regional State) with the intention of tracing beneficiaries into entered waged employment. Scaling up of such effort is instrumental for an inventory to build as to why people leave and/ or stay on in wage employment. With regard to traceability, the following is worth mentioning:

- The use of a database to facilitate and trace beneficiaries showed a drastic increase of the number of people that could be registered and matched towards jobs;
- The traceability of jobseekers per sector differs, especially when it includes seasonal jobs such as jobs in the construction sector; and
- Due to the traceability process, the SINCE Programme gathered insights on why people don't remain in waged employment. Reasons were related to relevance of decent work, contract arrangements, wage rate, and future career prospects.

## 3.4 Lessons learned from the YES center interventions

The establishment of the YES center in the existing institutional structure is considered an important step toward the overall sustainability of the intervention as the government has the intention to use the practice as a pilot. The YES center intervention is focusing on building institutional capacity to ensure sustainability. This however requires continued commitment, capacity, and resources to sustain and upscale the YES center achievements.

The YES center is established as a joint initiative of government institutions, private sector, and civil society organizations. This is an important pre-condition for ensuring sustainability. However, it should be expanded in scope by pulling other potential actors/stakeholders (particularly more private sector actors) that can contribute to addressing unemployment problem in a sustainable way.

Through the review the project documents and interviews with project partners and stakeholders, it was noticeable that there are emerging outcomes that have the potential to become fruitful, to mention;

- introduction of career guidance and career counselling provision to young jobseekers in the YES center and in partner institutions in Bahir Dar; and
- piloting how the PES provision through multi-stakeholder partnerships and different bureaus can work on youth employment, benefiting from each other's added values.

Additional scalable efforts with the ILO intervention in the area include:

- Existing registration of educated unemployed people is done using an Excel spreadsheet, which is moving towards automation;
- The YES and PES centres were staffed with employees, but needed additional staff and skill training in order to manage all the different responsibilities required of the system;
- Increasing the engagement of the private sector to offer jobs, with reasonable pay, signed contracts and other benefits that are in line with Decent Work principles need be elaborated in the future. (initial activities are planned to address this).

## 4. RECOMMENDATIONS FOR NEW INTERVENTIONS

This section provides recommendations based on the initiatives of the SINCE Programme for the PES system. The systems, interventions and findings are described in sections 1 and 2, while the lessons learnt are covered in section 3. The recommendations provided are focused on how good practices can continue or can be scaled up into new interventions.

### 4.1 General recommendations

The institutional capacity of PES is limited in Ethiopia in general and in the SINCE Programme intervention areas in particular. They are inadequately staffed and are unable to deliver effective mediation services. Aiming at refining this state of the PES system, the SINCE Programme made efforts in these specific intervention areas. However, the life span of the SINCE Programme is relatively short in order to make an impact on the PES system. The following recommendations are given to ensure the continuation, replication and scaling up of the SINCE Programme initiatives in the PES System.

- **Strengthening multi-stakeholder job-creation oriented platforms** through engagement and empowerment of the PES is crucial to ensure sustainable wage employment opportunities. This initiative of the SINCE Programme in its implementation areas should continue and be expanded through engaging more companies that can absorb more wage employment.
- The PES centers are not sufficiently equipped. Also staffing levels are low and unable to work according to the intended structure as directed by the Ministry within the Labour Proclamation. Therefore, there is a need to **capacitate the PES centers with material and human resources**.
- The PES centers are responsible for registering both jobseekers as well as employers that are posting vacancies. To better facilitate these roles of PES centers there is a need to **improve the intake procedures of jobseekers and employers that are posting vacancies**.

- The approach of engaging private sector companies in the sectoral platforms should also contemplate the **involvement of Chambers of Commerce** in each region in addition to persuading individual companies. Chambers of Commerce have a relative sizeable number of members in each region and considering them for inclusion in the platform may serve potential private companies' engagement.
- The sectoral platforms coordination needs to be strengthened in order to have a stronger PES. Sector specific platforms would facilitate job matching in each sector. For this to continue sustainably, there is a need to **capitalise on the tripartite MoU** that signifies the role of each stakeholder in the platform namely: provision of Labour Market Information; cooperative training and/or apprenticeships, capacity building of the PES system actors, job placement and decent work.
- It is important to **scale up pilot level efforts in the SINCE Programme that pertain to digitalisation of job registration, job matching and traceability**. One of the major challenges in the PES system was found to be the traditional practices which obstructed effective job matching. Efforts were made by the SINCE Programme in this regard at a pilot level towards the digitalisation of job registrations, job matching and traceability. It is imperative to replicate and scale up the pilot level initiatives both within and outside the SINCE Programme intervention areas.
- The replication and scaling up of the pilot level efforts for job registrations, job matching and traceability require a **capable ICT infrastructure and expertise**. Hence, this can be best achieved **by engaging Universities** in each region, which have well-established ICT infrastructures and expertise in the discipline.
- **Linkages with TVET service providers and Universities is crucial for the PES centers** in order to succeed in matching jobs for the registered unemployed at different levels. The function of the linkage is in the development and delivery of short-term training, while the role of University lies more in capacity building of PES staff and assistance in obtaining LMI in an accurate and precise manner.
- The SINCE Programme initiative that encompasses the technical short-term trainings and soft-skills training contributed much to the acceptability of the Programme beneficiaries for wage employment. Therefore, the **technical short-term and soft-skill training package should continue and be expanded**.

## 4.2 Continuation

This section provides specific recommendations for the continuation of the efforts built up on the initiatives on PES support in each of the SINCE Programme interventions areas.

**Beneficiary identification:** The unemployed identification/selection process that fully engage all concerned local stakeholders with criteria should continue on the basis of lessons learned. It is important to specify and record the role of PES and stakeholders in the process so ownership can be created and sustainability is enhanced.

**Job-creation Oriented PPP Platforms:** The most notable result yielding intervention amongst others was the integrated approach that encompass job-creation oriented multi-stakeholder platforms, tailored to address also TVET training, cooperative training and life skills/soft skills trainings.

This facilitated acceptability of the SINCE Programme beneficiaries in the job market for wage employment. The integrated approach should continue with the intervention areas encompassing additional partners in the established multi-stakeholders platforms. In this process, the scheme should actively engage with the PES actors in the respective intervention areas. Specifically,

- The Job-creation oriented PPP platforms should be geared to specific sectors as the sectoral specificity of PPP platforms is crucial to tap wage-employment opportunities in each sector.
- Assessments and the updating of the LMI is required to understand the situation within the different sectors, including Decent Work issues. This information should be collected with the active engagement of local level PES actors, where information is collected and analysed.
- Sectoral platforms that engage private companies, TVET and PES should be strengthened and continued to ensure sustainable wage employment opportunities. It is important for PES centers to increase the engagement of private companies on a pro-active basis through the involvement of the Chambers of Commerce in each region, which could potentially create job opportunities.
- The sectoral platform coordination should facilitate mechanisms through which sectors can learn from each other and provide sector-based information on relevant skills requirements. This can pave the way for the TVET's to assess the relevant skills requirements and incorporate them in the technical and soft skills trainings.
- Efforts need to continue to ensure the sustainability of the sectoral platforms. It is important that the BoLSA is coordinating sectoral platforms as part of its responsibility and mandate.
- The tripartite (PES-enterprise-TVET) MoU that signifies the role of each stakeholder in the multi-stakeholder platform based upon legislation and proclamation should be materialised through the provision of high-quality Labour Market Information.

**Technical Training** should continue in the long run being adjusted to the existing and newly emerging sectors of importance in the respective Programme areas. Specifically:

- Tailored technical trainings on the basis of the job market assessments/demand assessments is crucial in terms of matching the beneficiaries with the known and available job opportunities. In this regard, the PES centers at the local level should engage with the TVET service providers. The PES center should communicate with the TVETs on the skills that are needed based upon the LMI in order to close the gap between the skills training and the market demand for labour. The market needs assessments should also be done at short intervals as the market situation may change quickly. Assessments should keep pace with changes and dynamics of the job market developments.
- The SINCE Programme facilitated training opportunities in different sectors. Part of these short-term trainings had already obtained CoC recognition at regional level as was observed with the Addis Ababa TVET Bureau and in the different projects of Oromia, Amhara, Tigray and SNNP. To continue this effort in a structured manner the short-term technical trainings should be provided with national recognition and should be developed and delivered uniformly in all areas. Than it would ensure sustainable acceptance in the job market throughout the country.

**Soft-skills Training:** The SINCE Programme provided the orientation by PES counselors to all the beneficiaries on work ethics and the values of the life of work. The effectiveness of this soft skills training was witnessed by most private companies hosting the beneficiaries for cooperative training as well as those which employed the beneficiaries. Hence this effort should continue and reach every trainee that passes through the TVET technical training scheme to sustain the demand towards the beneficiaries in the job market. Facilitating the soft skills trainings in collaboration with TVET should be a responsibility

of the PES Centre. In addition, those who did not enroll in formal TVET training should still follow soft skills training to be better oriented whilst on a job.

**Labour Market Information (LMI):** The SINCE Programme facilitated mechanisms for the LMI exchange through the job-creation oriented sectoral platforms in its implementation areas. However, more sustainable arrangements that can promote collaboration between LMI producers and users is vital for the effective delivery of the PES services. Development of an LMI system using an ICT environment and incorporating strategic knowledge partners (such as Universities) in existing efforts help to promote collaboration between LMI providers and users.

#### **Job Registration and Job Matching:**

- The institutional capacity of the PES centers is limited and inadequately staffed, which makes it impossible to effectively deliver job mediation services. Strong intervention is required to empower the PES system to deliver a full range of services as intended by the Labour Proclamation. All components around jobseeker registration, job orientation/awareness, career guidance, vacancy placements, LMI services, job matching and traceability should be addressed.
- The lack of systematised and digitalised processes also obstructed the job-matching process functionality of the customary PES system. In the SINCE Programme, the job-creation oriented PPP platform attempted to offset some of the shortfalls by facilitating the mechanism by which private companies (employers) provide labour market information. This effort should continue through strong involvement of the PES actors until the PES system is able to facilitate the LMI system that should lead to effective job matching.
- Improved intake procedures on the employers' side is also important to improve the quality of the job matching facility. Employers should be specific in the type of skills they are seeking for and the wage that they are paying.
- Involving Universities in the digitalisation of job registrations and job-matching: The current efforts of the SINCE Programme towards digitalisation of the PES system in the intervention areas can be augmented by involving universities in each of the intervention areas. The Universities have capacity in ICT and the expertise that can help hasten the digitalisation process. Moreover, the involvement of the Universities can help in the replication and scaling up of pilot level model.

### **4.3 Scaling up**

There are several potentially scalable results of the SINCE Programme. To ensure sustainability of these results beyond the lifespan of the Programme, they need to be linked to the public structure. Moreover, the results need to be contextualised and scaled up within and beyond the SINCE Programme intervention areas. In line with this, the following are potentially scalable actions:

- Scaling up and strengthening sector-specific job-creation oriented platforms initiated by the SINCE Programme that have a communication process related to the employment needs within the sectors, including the TVED and PES office need to share the information. The integrated approach that encompasses job-creation oriented multi-stakeholder platform, tailored TVET training, cooperative training and life skills/soft skills training is crucial in facilitating job opportunities. Similar development interventions in other parts of the country should adopt the approach framing it to local contexts and engaging location specific sectors with potential labour absorption capacity. In this regard, SME's should also be given due attention as they are the sustainable sources of wage employment for the future.

- Increase the requirements of companies to provide information on the job vacancies (LMI) that they want to post to increase the matchmaking opportunity between the jobseeker and the registration of vacancies. In terms of job registrations, job matching and traceability, there are pilot level scalable results of the SINCE Programme that focus on digitalisation of the system (ref. Kalu worda PES in section 2.3.3). These pilot schemes need to be replicated and scaled up both within the SINCE Programme intervention areas and in other parts of the country. The replication and scaling up process can be best achieved by involving universities that have the ICT capacity and expertise. In this regard, the digitalisation of the jobseeker's registration system should be aligned with the LMI developed at the national level.
- The LMI developed at national level can also be replicated and scaled up through digitalisation where it is possible for companies to add their information to the system, with the specific skills that they require. Realisation of these also require the active involvement of strategic knowledge partners (such as Universities) who have an ICT infrastructure in addition to skilled manpower in the field.
- Create a PES database that can be interconnected through the MoSHE Intranet installation at every Ethiopian University. Its design should be developed based upon the LMI criteria with the MoLSA.
- The orientation provided to trainees that pass through the TVET technical training programmers relating to work ethics and values and on the life of work can bring about acceptance by jobseekers in the job market. This has been identified as successful in terms of increasing employability of the beneficiaries in the past efforts of the SINCE Programme. Hence, it is important that this effort should be replicated and scaled up in cooperation with TVED. Facilitating the soft skills trainings in collaboration with TVET service providers should be a responsibility of the PES Centre. This should be undertaken during job registration at the PES Centre for free.
- Mainstream Decent Work principles as a minimum standard for employers to register their vacancies in PES system, based on the experience at the SINCE Programme (as part of the MoU – tripartite agreements outlined in section 3.2.1);
- The decent work principles can be mainstreamed in the PES as a minimum standard of knowledge for jobseekers to increase their job matching and employability opportunities based on the experiences of the SINCE Programme;
- Building the capacity of the PES offices and addressing the human resources requirements in order to manage the different tasks. At the same time, create space and guidance for private companies to take on agreed tasks in the establishment of employment services;
- Have officers communicating with TVET and University officers on how to register graduates for employment opportunities (ref. to the experience with YES center and Bahir Dar University in section 2.4.1);
- In addition, the above YES center experience specifically, suggest to increase the visibility of the PES office among large companies, sectoral associations, and Industrial Parks so that more companies would find their way to PES in order to register their vacancies. Facilitating Increased involvement of Industrial Parks, where possible, as large companies are stimulated to obtain facilities inside these Industrial Parks.

Lastly, the scaling up of activities recommended will be aligned with the 'new' vision of PES being developed at Ministerial level.

## 5. POLICY RECOMMENDATIONS

Analysing SINCE Programme implementation it became clear that the current Public Employment Service structure in Ethiopia is not reaching its targets. It is not functioning as it was intended to by Proclamation and design. Different reasons can be provided to explain the current situation, whilst providing recommendations that will improve the system will be of a more complex nature.

Through the SINCE Programme it was possible to support some PES centres that are located in different areas of Ethiopia. Although they have a different operational context their problems are identified as similar. For this we were able to provide recommendations that will support policy makers in order to improve the situation and facilitate better functioning PES centres in order to systematically increase a competent workforce for the increasing number of (international) investors that are choosing Ethiopia.

**Expansion of the PES offices capacity is recommended** in order to facilitate quality services and to handle an increased number of jobseekers. Capacity building should take place in the areas of:

- Recruitment of additional, knowledgeable staff that is able to guide people in difficult situations into finding work. Many of the staff has been overwhelmed by the work or has not been well oriented as to what the work entails.
- Continuous assessment of staff should be organised in cooperation with Universities to follow appropriate courses and training. It should be possible for staff to have their own career path organised within the PES center.
- Digitalisation starts with providing the offices with adequate office space, a decent work environment and functioning equipment. The employees of the PES center will need to be computer literate and understand how a database system, or at least Excel programme, works. Accuracy is one of the key skills required in creating a functioning digital system.
- Besides the Public Employment Services, the privatisation of Employment Services is an additional and possibly parallel option. Important will be the development of a control mechanism from the government side to prevent exploitation. The current Labour Proclamation 1156/2019 is providing the framework, and a directive for implementation is being revised.

**Improve and increase the matching between demand and supply of labour through:**

### **Registration methods for jobseekers**

- Develop a uniform digital system for people to apply online or through a phone application (SMS).
- Organising assistance for the registration of jobseekers is important, where diversification of application methods for vulnerable groups, illiterate and pastoral communities, are considered.

### **Training opportunities**

- Develop standardised, certified soft skills trainings for PES officers to provide to jobseekers. In addition, short term technical trainings are a key component in order to obtain employment. Developing standardised, certified technical training modules can be done in cooperation with Universities or TVET Colleges. PES should also link jobseekers to TVET and identify the enterprises interested in cooperative training and apprenticeship contracts.

- In Ethiopia TVET institutions nor Universities are not always in the proximity. The creation of standardised, certified training materials is required. The PES centre officers' ability should be based upon their own situation in order to find tailor made solutions.
- Digitalising training will work to a certain extent as in general the short-term practical trainings will need to be developed.

### **Visibility of PES centres by stakeholders**

For the increased employment opportunities and matchmaking, it is important for the PES office to have an ongoing dialogue with the large employment providers in their own locality. This can be farms, larger companies, and/ or the Industrial Parks. With the visibility it is crucial that during dialogue the principles of decent work that are incorporated within the new Labour Proclamation 1156/2019 are raised.

A more active role of PES officers will need to be organised in relation to reach out to the various stakeholders, also through the organization of multi-stakeholders job oriented PPP platforms, in order to create a stronger influence and work with their mandates.

### **Traceability system**

The role of the private sector in the PES system should not be underestimated. They benefit from a functioning system as they will be provided with employees that have been oriented on what is expected from them. Therefore, it is important that the private sector is organised through Chambers of Commerce and Sectoral Associations initiating engagement from grassroots levels up to policy making level in order to create a better PES system using the existing mechanisms of creating synergy in cooperation between private and public actors. The private sector organizations can, once provided with these responsibilities, communicate about the functionality and quality of the skill set workers have obtained. An integrated approach of continuous learning could be part of an extended package of the apprenticeship approach.