



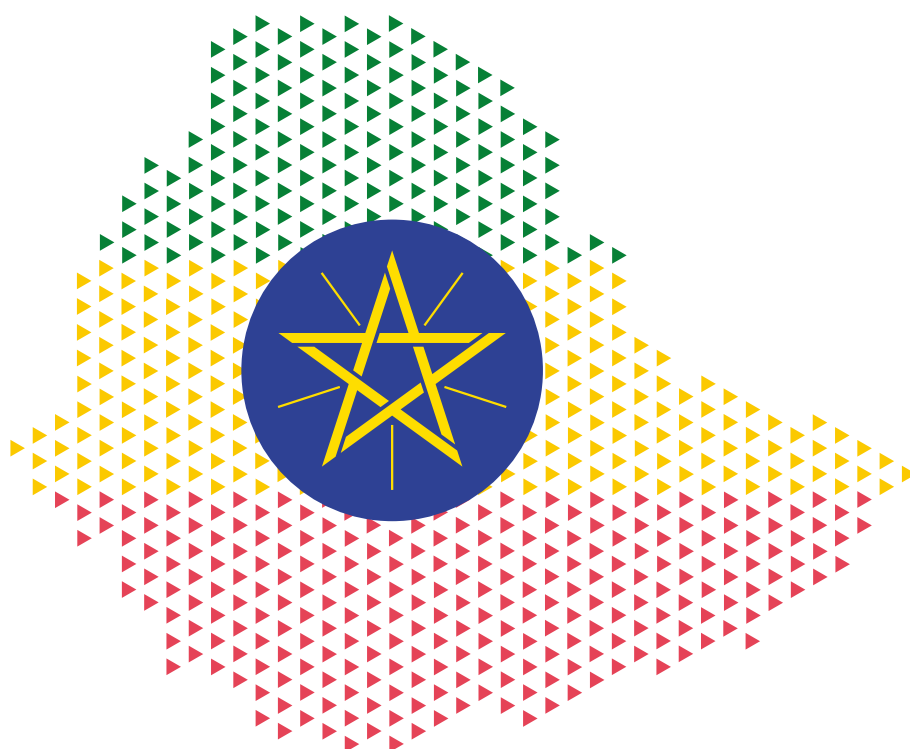
International
Labour
Organization



► **Decent work country
programme for Ethiopia
2021–2025**

▶ **Decent work country
programme for Ethiopia**

2021-2025



May 2021

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Foreword



According to the United Nations Report, Ethiopia is the second most populous country in Sub-Saharan Africa, and with multifaceted political and socio-economic challenges. It is the country of over 80 different Nations and Nationalities with the versatile commonly shared values. The government of Ethiopia is working towards exploitation of the shared values of the nations and nationalities for mutual benefit and coexistence of the citizens. On the other hand, the instigations, which are politically motivated from internal and external bodies at different times in different forms to disperse the national entity, are still the challenges for the country. The government of Ethiopia is aware of these continuously persisting problems and taking it into account to resolve by putting in place the nationally responsive political, social and economic system for the wellbeing of its citizens. Thus, the government is striving to alleviate those pitfalls of the national threat to bring about the socio-economic transformation of the country.

In the last two decades, due to the government efforts in overhauling the socio-economic drawbacks, remarkable socio-economic growth has been registered. Based on the assessment of the country's political, economic and social situations, sector based policies and strategies were drafted and implemented upon building consensus with citizens. To mitigate nationally encountered cumbersome socio-economic problems; various strategies have been formulated and implemented, among which are the National Occupational Safety and Health Policy and Strategy, the National Employment Policy and Strategy, and the Social Protection Policy and Strategy, Policy

and Strategies of the Agriculture, Industry, etc. have immensely contributed for the registered national socio-economic growth. The implementation of these policies and strategies with concomitant national programs and projects has unveiled the existing potential and possibilities to bring out the country from dearth situations. These efforts were evidently attained with the commitment of government with the mobilization of domestic resources and stakeholders, and with the demonstrated support of bilateral and multilateral development partners.

The Ministry of Labour and Social Affairs of the Federal Democratic Republic of Ethiopia has contributed for the national growth and development through regular review of the labour and social sectors shortcomings, and devising gap filling programs and projects. With regard to this, the Decent Work Country Programs (DWCPs) were exemplary and instrumental. The DWCPs helped integration of the efforts of the government, employers and workers with the International Labour Organizations (ILO) and other partners in order to: improve industrial relations, meet labour standards, promote investment, and promote employment and labour market matching. In addition, in the past years, they had been instrumental in coordinating efforts to alleviate unemployment, to improve workplace safety and health conditions, to strengthen equity and the right to organize, social dialogue and tripartism, as well as to extend social protection. It is clear that the DWCP is multi-sectoral and addresses political, social and economic matters in an integrated approach. Therefore, as the preceding DWCPs experiences have

revealed, different sectors should work in close collaboration to meet the necessary outcomes articulated in the program.

This DWCP is the fourth generation and it is for the period 2021-2025. It is drafted with collaborative efforts of the Ministry of Labour and Social Affairs, the representatives of Employers' and Workers' Organizations and the ILO. It identifies the Country's Priority areas such as; **People, Prosperity** and, **Industrial Relations, Social dialogue and tripartism**. It is aligned to the National Ten Years Perspective Plan, MOLSA's Ten Year Sectoral Plan and the strategic priorities of the social partners. The document also speaks to the UNSDCF that was signed in September 2020 between the Ministry of Finance and the United Nations Resident and Humanitarian Coordinator for Ethiopia. Since the program is multi-sectoral, it thoroughly reviewed and articulated the challenges encountered and the opportunities to be exploited by different sectors. The program has also given due attention on how to mitigate the possible drawbacks in the implementation processes of the program.

Moreover, this program signals government bodies to review and determine deficits and look into possible solutions. To mention some of them; the role of Technical and Vocational Education and Training (TVET) in addressing needs in the labour market; decent work deficits associated with safety and health at workplace; reducing unemployment and underemployment through job creation; respecting fundamental rights and dignity of workers; promotion of labour inspection to satisfy the labour standard; amicably solving workplace dispute with social dialogue; minimum wage setting; establishment of unemployment insurance schemes; rural and urban safety net and sustainable labour force employment opportunities; harmonious industrial relations benefit for productivity, competitiveness and investment; equity and gender equality; social protection and sustainable development; etc. are the political and socio-economic issues to be taken into account by government, social partners, development partners, and other stakeholders.



In conclusion, the fourth generation DWCP implementation demands joint efforts of the Government, Employers, Workers, and the ILO. This on the other hand, requires the support of bilateral, multilateral and development partners.

Finally, we would like to take this opportunity to extend our appreciation to the International Labour Organization for its technical and financial support in the preparation processes of the program.



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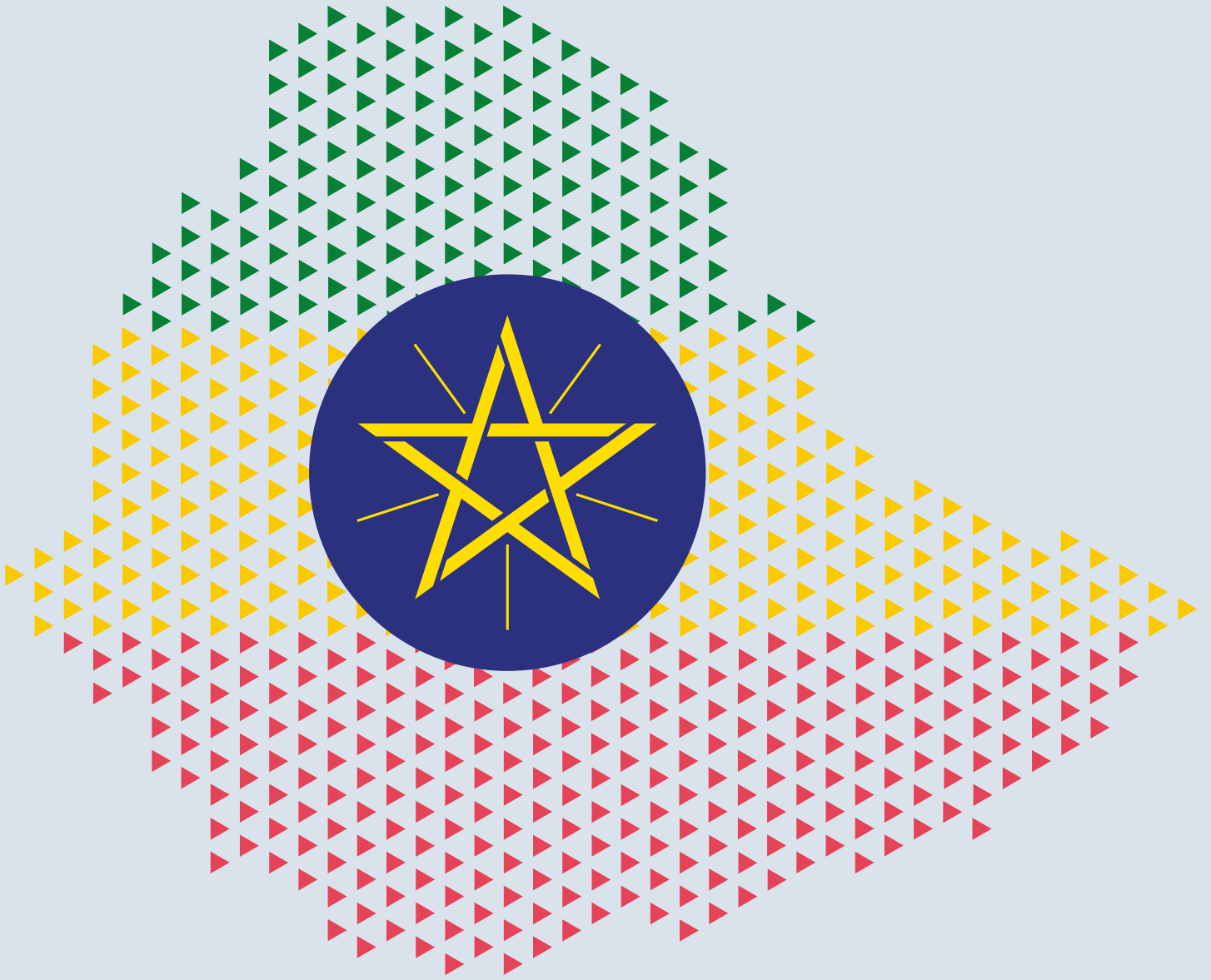
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Abbreviations/Acronyms

ADR	Alternative Dispute Resolution
AIDS	Acquired Immune Deficiency Syndrome
APR	Annual Progress Report
ARRA	Agency for Refugee and Returnee Affairs
ART	Antiretroviral Therapy
BCI	Business Competitiveness Index
BDS	Business Development Services
BLAs	Bilateral Labour Agreements
BoLSA	Bureau of Labour and Social Affairs
CCA	Common Country Assessment
CEACR	Committee of Experts on the Application of Conventions and Recommendations
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CEEF	Confederation of Ethiopian Employers' Federations
CETU	Confederation of Ethiopian Trade Unions
COVID-19	Corona Virus Disease 2019
CPO	Country Programme Outcome
CPR	Country Programme Review
CRRF	Comprehensive Refugee Response Framework
CRRS	Comprehensive Refugee Response Strategy
CSA	Central Statistical Agency
CSOs	Civil Society Organizations
DHS	Demographic Health Survey
DTM	Development Tracking Matrix
DWCP	Decent Work Country Programme
EBMOs	Employers' and Business Membership Organizations
EDC	Entrepreneurship Development Centre
EEC	Ethiopian Employers' Confederation
EIEC	Ethiopian Industry Employers' Confederation
EPHIA	Ethiopia Population-based HIV Impact Assessment
FAO	Food and Agriculture Organization
GDI	Gender Development Index

GDP	Gross Domestic Product
GII	Gender Inequality Index
GoE	Government of Ethiopia
GTP	Growth and Transformation Plan
HCI	Human Capital Index
HDI	Human Development Index
HDR	Human Development Report
HGER	Home-Grown Economic Reform
HIV	Human Immunodeficiency Virus
HoPR	House of Peoples Representatives
IDPs	Internally Displaced Persons
IFIs	International Financial Institutions
IHDI	Inequality-adjusted Human Development Index
ILO	International Labour Organization
ILOSTAT	International Labour Organization Statistics
ILS	International Labour Standards
JCC	Jobs Creation Commission
JICCs	Joint Industrial Consultative Councils
LABs	Labour Advisory Boards
LMIS	Labour Market Information System
LRBs	Labour Relations Boards
MDAs	Ministries, Departments and Agencies
M&E	Monitoring and Evaluation
MIC	Migrant Information Centre
MiNT	Ministry of Innovation and Technology
MoE	Ministry of Education
MoF	Ministry of Finance
MoFA	Ministry of Foreign Affairs
MoLSA	Ministry of Labour and Social Affairs
MoP	Ministry of Peace
MoSHE	Ministry of Science and Higher Education
MoTI	Ministry of Trade and Industry
MoUDC	Ministry of Urban Development and Construction
MoWCY	Ministry of Women, Children and Youth

MPI	Multidimensional Poverty Index
MSMEs	Micro, Small and Medium Enterprises
NDRMC	National Disaster Risk Management Commission
NEBE	National Electoral Board of Ethiopia
NEET	Not in Employment, Education or Training
NSC	National Steering Committee
NTC	National Technical Committee
OECD	Organisation for Economic Co-operation and Development
OSH	Occupational Safety and Health
PDC	Planning and Development Commission
PLHIV	People Living with HIV
POESSA	Private Organizations Social Security Agency
PrEA	Private Employment Agencies
PWD	Persons With Disability
QAM	Quality Assurance Mechanism
RCO	Resident Coordinator’s Office
RPL	Recognition of Prior Learning
RPSNP	Rural Productive Safety Net Project
SDGs	Sustainable Development Goals
TAB	Tripartite Advisory Board
TVET	Technical and Vocational Education and Training
UAE	United Arab Emirates
UJCFSA	Urban Job Creation and Food Security Agency
UN	United Nations
UNAIDS	United Nations Programme on HIV and AIDS
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNICEF	United Nations Children’s Fund
UNSDCF	United Nations Sustainable Development Cooperation Framework
UPSNP	Urban Productive Safety Net Project
US\$	United States Dollars
WBL	Work Based Learning





Introduction

Ethiopia has adopted and previously implemented three Decent Work Country Programmes (DWCPs). The first DWCP was for the period 2006–08, while the second covered the years 2009–12. The third DWCP was implemented from 2014 for a period of two years (2014–15) but its life was initially extended by one year to 2016, then by a further year to 2017. The extension was necessary to align the DWCP with the timeframe of the country's second Growth and Transformation Plan (GTP-II) and the United Nations Development Assistance Framework (UNDAF II) for Ethiopia.

The third DWCP was evaluated by external consultants to assess its results and draw conclusions, and so inform the development of the country's fourth DWCP (2021–25). This country programme review (CPR) identified the potential of the DWCP to leverage national resources by aligning its priorities and outcomes with national priorities and demands so as to increase its relevance, coherence and strategic fit. It also called for the active participation of the tripartite-plus partners in the design, implementation, monitoring and evaluation of DWCPs, and found that the effectiveness of the DWCP could be enhanced by establishing and maintaining a strong coordination mechanism between partners and other actors to promote synergies, share experience and learn from good practices.

Ethiopia's development framework is guided by the country's Home-grown Economic Reform (HGER) Programme, the aim of which is to facilitate the creation of decent jobs, sustain high-quality economic growth, and create fiscal space for increased public investment in infrastructure, human capital and institutional development. The policy blueprint, which seeks to unlock the country's development potential, is designed to make Ethiopia an African icon of prosperity by the year 2030.

Ethiopia's social, economic and political aspirations are integrated in the Ten-Year Perspective Plan (2021–30), dubbed "Pathways to Prosperity", which outlines the country's ambition to become a beacon of prosperity by the year 2030. The Ten-Year Perspective Plan is based on a number of people-centered objectives: the development of physical, human and institutional capital for income generation and asset accumulation; equitable access to education, health and other services; unconditional access to food, shelter and clean water; and an unrestricted right to economic, social and political participation, free from discrimination.

The DWCP (2021–25) draws on Ethiopia's United Nations Sustainable Development Cooperation Framework (UNSDCF, 2020–25), the ILO's Programme and Budget Proposals for 2020–21 and 2022–23, the HGER, *Digital Ethiopia 2025* and the Ten-Year Perspective Plan. These development frameworks are also aligned to global and regional frameworks, such

as the Sustainable Development Goals (SDGs) and the African Union Commission Agenda 2063, in particular its First Ten-Year Implementation Plan (2014–23).

The priority areas of the HGER, *Digital Ethiopia 2025* and the Ten-Year Perspective Plan are in keeping with all four strategic priorities of the UNSDCF (2020–25), which focuses on the areas of people; democracy, justice and peace; prosperity; and environmental protection and climate change. Consistent with Ethiopia's national policy and legislative priorities, the DWCP (2021–25) adopts a gender-responsive approach that integrates gender mainstreaming and equality in all outcomes, outputs and indicators.

Additionally, The Ten-Year Perspective Plan strongly emphasizes the need for gender equity in the economic and social sectors, in particular at all levels of education and asset ownership. It also supports the engagement of women and youth in political leadership and decision-making. This calls for advocacy to create awareness of the role of women and youth in overall development, and to ensure that they benefit from safety nets, social security, basic services and other provisions.

The national policy priorities are consistent with the Common Country Analysis (2020) carried out by the United Nations Country Team (UNCT) in Ethiopia.¹ The country priorities are also aligned with all 17 of the SDGs, and with the first, second, third, fourth and sixth aspirations of the African Union Commission Agenda 2063. The aspirations of this Agenda are for a prosperous Africa based on inclusive growth and sustainable development; an integrated and politically united continent; good governance, respect for human rights, justice and rule of law; peace and security; and development which is people-driven, relying on the potential of African people, especially its women and youth, and caring for children.

In keeping with the UNSDCF (2020–25) and the norms and standards of the ILO, the DWCP (2021–25) focuses on three country priority areas: people; prosperity; and social dialogue and tripartism. These country priorities are in harmony with the eight policy outcomes in the ILO's Programme and Budget for the Biennium 2020–21,² and its Programme and Budget Proposals for 2022–23. They are also aligned with the seven work areas of the Abidjan Declaration: "Advancing Social Justice: Shaping the future of work in Africa".³

¹ United Nations Ethiopia, *Common Country Analysis*, Addis Ababa, United Nations Ethiopia, 2020.

² ILO, *Programme and Budget for the Biennium 2020-21*, Geneva, International Labour Office, 2020.

³ [Appendix III - Implementation Plan supplementing the Abidjan Declaration adopted by the 14th African Regional Meeting](#), December 2019.

The DWCP (2021–25) has of course been developed against the backdrop of the devastating socio-economic effects of the COVID-19 crisis. The pandemic is projected to cause a drop in Ethiopia's real economic growth of about 2.8 per cent in 2020, trigger price inflation of 40 per cent, accelerate closures of micro, small and medium enterprises (MSMEs) by at least 30 per cent, and occasion job losses of between 0.7 to 4 million, depending on the severity of the crisis and the length of time it takes to contain it.⁴ Women, youth, migrants and persons with disabilities are likely to bear a disproportionate share of the job losses and other negative effects of COVID-19, which continue to put pressure on the country's social safety net programme, exposing at least 26 million people to destitution and vulnerability. The closure of education and training institutions as part of the COVID-19 prevention and mitigation strategy has also exposed learners, particularly children, to social ills, such as child labour and early pregnancy in the case of girls. This is over and above the reversal in gains the country had previously made in human capital and skills development.

The Ethiopia DWCP (2021–25) was developed by adopting a participatory and consultative process involving tripartite-plus partners, local and international labour market actors, and the ILO. A tripartite consultative workshop bringing together representatives of the MoLSA, the Confederation of Ethiopian Trade Unions (CETU), the Ethiopian Industry Employers' Confederation (EIEC) and the Ethiopian Employers' Confederation (EEC)⁵ was held in November 2017. The workshop was an opportunity for the tripartite partners, together with their constituents and other stakeholders, to reflect on the social, economic and political situation in Ethiopia, assess the implementation and achievements of the third DWCP, and learn valuable lessons from it.

The ILO constituents also expressed their views on the country's labour market dynamics and proposed the priority areas on which the DWCP (2021–25) should focus. The priority areas and resultant country programme outcomes suggested by the tripartite partners were consolidated and harmonized by a tripartite drafting team, which also oversaw the formulation of the Programme. The Programme has also benefitted from consultations and engagement with the United Nations' Resident Coordinator Office (RCO) and the UNCT in Ethiopia. It has also been subjected to the ILO's Quality Assurance Mechanism (QAM).

⁴ United Nations Country Team in Ethiopia, *United Nations Sustainable Development Cooperation Framework 2020-25*, Addis Ababa, United Nations Ethiopia, 2020.

⁵ The two employers' organizations merged in 2020 to form the Confederation of Ethiopian Employers' Federations (CEEF).





Country progress towards decent work and sustainable development

The ILO Centenary Declaration for the Future of Work⁶ is based on three pillars: strengthening the capacities of all people to benefit from the opportunities of a changing world of work; strengthening the institutions of work to ensure adequate protection of all workers; and promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. This section presents a diagnosis of Ethiopia's decent work situation in relation to the SDGs.

The Abidjan Declaration, entitled “Advancing Social Justice: Shaping the future of work in Africa”, adopted by the 14th African Regional Meeting held in Abidjan in December 2019, commits Member States to take action with regard to decent work. Building on a human-centred approach to the future of work, the main priorities for the African region will be built around the Centenary Declaration. The Declaration commits constituents to:

- ▶ making decent work a reality for Africa's youth; developing skills, technological pathways and productivity for a brighter future in Africa; transforming Africa's informal and rural economy for decent work; and respecting international labour standards, promoting social dialogue and ensuring gender equality;
- ▶ strengthening the capacities of all people to benefit from the opportunities of a changing world of work;
- ▶ strengthening the efficiency of the institutions of work to ensure adequate protection of all workers;
- ▶ promoting inclusive and sustainable economic development and growth, full and productive freely chosen employment and decent work for all; and
- ▶ strengthening synergies between the ILO and institutions in Africa, namely the African Union Commission, regional economic communities, and the three labour administration training centres (African Regional Labour Administration Centre, Centre régional africain d'administration du travail, and Arab Centre for Labour Administration), as these play a supportive role in the implementation of the African Decent Work Agenda priority areas.

2.1 People's capacity to benefit from opportunities of a changing world of work

The first pillar of the Centenary Declaration for the Future of Work is intended to strengthen the capacities of all people to benefit from the opportunities of a changing world of work through:

- ▶ effective realization of gender equality in opportunities and treatment;
- ▶ effective lifelong learning and quality education for all;
- ▶ universal access to comprehensive and sustainable social protection.

⁶ ILO, *International Labour Conference: ILO Centenary Declaration for the Future of Work*, Geneva, International Labour Office, 2019.

2.1.1 Effective realization of gender equality in opportunities and treatment

It is estimated that the proportion of people living below the poverty line in Ethiopia in 2020 stood at 19 per cent. The country's multidimensional poverty index (MPI) fell in absolute terms from 0.545 in 2011 to 0.489 in 2018, compared with a global average of 0.114. The country's extreme poverty rate, as measured by the proportion of workers living on less than 1.90 United States dollars (US\$) per day, eased gradually from 22.4 per cent in 2017 to 17.3 per cent in 2020, and was expected to reduce further to 15.9 per cent in 2021 before the onset of COVID-19.⁷ Ethiopia's Human Development Index (HDI) rose from 0.283 in 2000 to 0.470 in 2018, representing an improvement of 66.1 per cent. The country recorded an inequality-adjusted HDI (IHDI) of 0.337 in 2018, the 28.3 per cent loss being attributed to inequality in the distribution of HDI dimension indices. Ethiopia recorded a Gender Inequality Index (GII) value of 0.508 and a Gender Development Index (GDI) of 0.844 in 2018, compared to global average figures of 0.439 and 0.941, respectively. This signifies inequalities between men and women in the areas of health, education and command over economic resources.⁸

At the sectoral level, the majority of young women, particularly from rural areas, are employed in domestic work and labour-intensive industries such as horticulture, garment-making and textiles. Most of these women workers are new not only to formal employment but also to the regions or locations where they are working and living. In the horticulture, garment-making and textile industries, though they make up the majority of the workforce, women are often under-represented in leadership structures and management. Apart



⁷ ILO modelled estimates, 2018.

⁸ GDI is the ratio of female HDI to male HDI. It measures gender inequalities in the achievement of three basic dimensions of human development: health, education and command over economic resources (UNDP, 2019).

from wages, women face additional gender-specific barriers, including limited access to training opportunities and childcare arrangements. Evidence suggests that the availability of childcare is strongly associated with an increase in women's labour force participation and productivity. Childcare is one of the most important factors in women's economic empowerment and can have a positive impact on children's learning.

Ethiopia has a number of laws, policies and institutional frameworks intended to address violence and harassment in the world of work. The ILO conducted a legal-gap analysis to determine the extent to which national laws, regulations, policies and other measures, as well as existing practices, effectively implement the requirements of the Violence and Harassment Convention (No. 190) and Recommendation (No. 206), 1999. The finding was that Article 42 of the Ethiopian Constitution, Labour Proclamation No. 1156/2019, Federal Civil Servants Proclamation No. 1064/2017, the 1996 Criminal Code of Ethiopia and the Occupational Safety and Health (OSH) Directive grant piecemeal coverage and protection against violence and harassment in the workplace. The existing laws therefore do not adequately address violence and harassment in the world of work. Similarly, the relevant provisions of the Discrimination and Workplace Harassment Policy do not adequately reflect the provisions of Convention 190 and Recommendation 206.

2.1.2 Effective lifelong learning and quality education for all

Education and skills development remains a major policy priority for the GoE. This is demonstrated by the sheer number of national development plans and economic blueprints that advocate for investment in education and training, as well as by increases in educational expenditure over the last 15 years. The figure for expected years of schooling stood at 8.7 years in 2018, with males having a better outcome (9.1 years) than females (8.3).⁹ Ethiopia's figure for expected years of schooling is slightly below the East African average of 9.5 years. This means that, on average, a child of school-entry age in Ethiopia can expect to receive only 8.7 years of schooling, as compared with the theoretical 12 years proffered by the country's education system. It is also estimated that the country's education system provides the population with an average of 2.7 years of schooling, which is about half of East Africa's average of five years.

Years of schooling is an important indicator of quality of education and the resultant productivity of the labour force, as education develops skills that make workers more productive. The low mean figure for years of schooling in Ethiopia means that the country is likely to have a less productive workforce in future. Although Ethiopia's Human Capital Index (HCI)¹⁰ averaged 53 per cent in 2017, which was slightly above East Africa and sub-Saharan Africa's averages of 42 and 52.5 per cent respectively, the country's human capital

⁹ United Nations Development Programme, *Human Development Indices and Indicators:2018 Statistical Update*, New York, United Nations Development Programme, 2018.

¹⁰ HCI measures the extent to which countries and economies optimize their human capital through education and skills development, and its deployment throughout the lifecycle.

optimization was below the global average of 61.5 percent.¹¹ The consequence is that, as a future worker, a child born in Ethiopia will be only 53 per cent as productive as they might be if they enjoyed optimal education and health.

Ethiopia is one of the East African countries that are taking six strategic measures to strengthen technical and vocational education and training (TVET). The country continues to emphasize TVET as an additional pathway to skills development, increased labour productivity and economic transformation. The six aims are to:

- ▶ develop quality assurance mechanisms;
- ▶ enhance the quality of TVET teacher training;
- ▶ strengthen the teaching of entrepreneurship, basic and generic skills in TVET;
- ▶ facilitate the transition to self-employment;
- ▶ develop and strengthen partnerships with the private sector; and
- ▶ develop and strengthen funding mechanisms for youth enterprise start-ups.

2.1.3 Universal access to comprehensive and sustainable social protection

Ethiopia has policies, legislation and strategies that anchor the provision of social protection. Article 90(1) of the Ethiopian Constitution guarantees all Ethiopians access to public health and education, clean water, housing, food and social security. These constitutional requirements have been put into effect through the National Social Protection Policy of 2014, the National Social Protection Strategy of 2016 and the National Social Protection Action Plan (2017–21). Adoption of the social protection policy and strategy has paved the way for kick-starting social-protection programmes, with the aim of extending social-protection coverage nationwide.

The Rural Productive Safety Net Project (RPSNP), for example, aims to improve the effectiveness and scalability of the safety-net system in rural areas, while the Urban Productive Safety Net Project (RPSNP) makes cash transfers to urban poor living below the poverty line in 11 major cities in exchange for participation in public works or as direct support. The RPSNP currently provides social assistance to 8 million beneficiaries (47.5 per cent men, 52.7 per cent women). The UPSNP provides social assistance to 0.6 million people in 11 cities, with women comprising of 59 per cent of the beneficiaries.¹² Ethiopia's Social Security Agency has also operated a social security scheme since 1963, though its scope is limited to civil-service and military personnel. The scheme provides old-age, invalidity, employment-injury and survivors' benefits. In 2011, a Private Organizations Employees' Social Security Agency (POESSA) was established pursuant to Proclamation No. 202/2011. The Public Servants' Social Security Agency has also been reformed by virtue of Proclamation No. 203/2011, facilitating extension of scheme to public-sector employees.

¹¹ World Economic Forum, *The Future of Jobs and Skills in Africa: Preparing the Region for the Fourth Industrial Revolution*, Geneva, World Economic Forum, 2017.

¹² Social Security Inquiry (SSI) data for Ethiopia, 2020.



Social protection coverage in Ethiopia remains low compared to comparable countries and international standards, despite Ethiopia having the second-largest safety net in Africa. In 2016, the percentage of the country's population covered by at least one social-protection benefit was 11.6 per cent, as compared with the African average of 17.8 per cent.¹³ Similarly, the population above pensionable age receiving old-age benefits was 15.3 per cent, well below the sub-Saharan African average of 22.7 per cent.¹⁴ At the same time, only 8 per cent of vulnerable persons were covered by social assistance.¹⁵ The comparable figures for South Africa during the same year were that 48 per cent of the population was covered by at least one social-protection benefit, 81 per cent of persons above retirement age were receiving a pension, and 36 per cent of vulnerable persons were covered by social assistance.¹⁶

Globally, social protection coverage for persons of working age is still limited. Despite the positive developmental impacts of supporting child-bearing women, only 41.1 per cent of mothers with newborns receive a maternity benefit globally, and only 15.8 per cent of child-bearing women in Africa.¹⁷ The implication is that 83 million new mothers remain uncovered. Again, only 45 per cent of women in employment globally are covered by mandatory maternity cash-benefit schemes. Ethiopia's RPSNP provides pregnant women in food-insecure and poor households with cash benefits after the sixth month of pregnancy

¹³ ILO, *World Social Protection Report 2017-19: Universal Social Protection to Achieve the Sustainable Development Goals*, Geneva, International Labour Office, 2017.

¹⁴ ILO, *World Social Protection Report 2017-19: Universal Social Protection to Achieve the Sustainable Development Goals*, Geneva, International Labour Office, 2017.

¹⁵ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

¹⁶ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

¹⁷ ILO, *World Social Protection Report 2017-19: Universal Social Protection to Achieve the Sustainable Development Goals*, Geneva, International Labour Office, 2017.

and during the first ten months following delivery, exempting them from participating in public work. This measure could be regarded as a form of paid maternity leave. However, the majority of women covered by the programme continue to work throughout their pregnancy lest they lose entitlement to benefits if they interrupt their work. Besides working into the very late stages of pregnancy, others return to work prematurely, thereby exposing themselves and their children to significant health risks.

The low coverage and inadequacy of social-protection benefits in Ethiopia is further revealed if rated against the basic social-security principles and minimum standards provided for in the ILO's Social Security (Minimum Standards) Convention, 1952 (No. 102). The Convention identifies nine branches of social security: medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors' benefit.

The objectives of the Convention are concerned with the percentage of the population protected by social security schemes, the level of the minimum benefit afforded to protected persons, and the conditions for and period of entitlement to benefits. Ethiopia's weak social-protection provisions have been further exposed by the COVID-19 pandemic, which has inflicted both demand- and supply-side shocks on the economy. As a result of COVID-19, both formal and informal economy workers have suffered losses of employment, income and living standards. Besides these losses, the pandemic has put pressure on Ethiopia's social safety net programme, leading to the destitution of at least 26 million persons.

2.2 Institutions intended to ensure adequate protection for all workers

The second pillar of the Centenary Declaration for the Future of Work seeks to ensure that all workers enjoy adequate protection in accordance with the Decent Work Agenda, taking into account:

- ▶ respect for their fundamental rights;
- ▶ an adequate minimum wage, statutory or negotiated;
- ▶ maximum limits on working time; and
- ▶ safety and health at work.

2.2.1 Respect for fundamental principles and rights at work

Fundamental principles and rights at work (FPRW) are at the heart of the Decent Work Agenda. Ethiopia's HGER and Ten-Year Perspective Plan both underscore the need for the creation of full and productive employment and decent work for all. The policy documents emphasize the need for creating employment opportunities for all, including persons with disabilities, the elderly, and vulnerable population groups. It also identifies the need to

make workplaces safe so that vulnerable groups can freely participate in the labour market, as well as benefiting from political, economic and social activities.

Ethiopia's Constitution and labour laws accord workers and employers the right to freedom of association and collective bargaining. Strong trade unions and employers' organizations are a pre-requisite of sound social dialogue and collective bargaining. Ensuring the representation of women and youth, as well as workers in rural areas and in the growing informal economy, is critical for increasing the participation of these workers in trade-union activities.

There is dearth of data on industrial relations in Ethiopia. This deficiency is attributed mainly to the weak framework for collecting, analysing, storing, retrieving and disseminating industrial-relations data, particularly by the key actors in the labour market. In addition, labour force surveys are conducted only at irregular intervals, with the result that labour market data tends to be intermittent and outdated. What data there is shows only limited trade-union membership and collective-bargaining activity in Ethiopia. Trade-union density improved marginally from 8.1 per cent in 2010 to 9.6 per cent in 2013, while collective-bargaining coverage stood at 9.8 per cent in 2013. South Africa, by comparison, had a trade-union density of 28.7 per cent in 2013 and collective-bargaining coverage of 30.7 per cent in the same year.¹⁸ The consequence is that the country's industrial relations system is weak and does not facilitate the intensive, consistent and continuous exercise and practice of social dialogue.

Where international labour standards (ILS) are concerned, Ethiopia has ratified a total of 23 ILO Conventions, of which 22 were in force in the last 12 months and the Convention on Fee-charging Employment Agencies (C096) was denounced by C181.¹⁹ Of the 23 Conventions ratified, eight are fundamental conventions, one is a governance convention, and 14 are technical conventions. This means that Ethiopia is yet to ratify three of the four priority Conventions and as many as 164 technical Conventions. All the ratified ILO Conventions automatically become part of Ethiopia's domestic law in accordance with Article 9(4) of the country's Constitution, which make all international agreements ratified by Ethiopia an integral part of the law of the land.

Ethiopia reports regularly to the Committee of Experts on the Application of Conventions and Recommendations (CEACR) on measures it has taken to implement the Conventions and Recommendations. In 2019, the CEACR raised a concern regarding discrepancies between the scope of application of the Minimum Age Convention, 1973 (No.138) and Ethiopia's domestic laws, particularly its labour legislation. According to the CEACR, Ethiopian labour law does not protect all children under 15 years of age, particularly those working in non-formal employment relationships, such as own-account child workers or children working in the informal economy.

¹⁸ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

¹⁹ Please refer to [Normalex, Ratifications for Ethiopia](#)

► ILO Conventions ratified by Ethiopia

C029 - Forced Labour Convention, 1930 (No. 29)	C014 - Weekly Rest (Industry) Convention, 1921 (No. 14)
C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)	C080 - Final Articles Revision Convention, 1946 (No. 80)
C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)	C088 - Employment Service Convention, 1948 (No. 88)
C100 - Equal Remuneration Convention, 1951 (No. 100)	C096 - Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96)
C105 - Abolition of Forced Labour Convention, 1957 (No. 105)	C106 - Weekly Rest (Commerce and Offices) Convention, 1957 (No. 106)
C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111)	C116 - Final Articles Revision Convention, 1961 (No. 116)
C138 - Minimum Age Convention, 1973 (No. 138)	C155 - Occupational Safety and Health Convention, 1981 (No. 155)
C182 - Worst Forms of Child Labour Convention, 1999 (No. 182)	C181 - Private Employment Agencies Convention, 1997 (No. 181)
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	MLC, 2006 - Maritime Labour Convention, 2006 (MLC, 2006)
C002 - Unemployment Convention, 1919 (No. 2)	
C011 - Right of Association (Agriculture) Convention, 1921 (No. 11)	
C156 - Workers with Family Responsibilities Convention, 1981 (No. 156)	
C158 - Termination of Employment Convention, 1982 (No. 158)	
C159 - Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159)	

2.2.2 An adequate minimum wage, statutory or negotiated

Both workers and employers in Ethiopia have identified low wages as a major decent-work deficit. Ethiopia has no statutory minimum wage provisions, whether at the national or the sectoral level. The Government is, however, committed to developing a minimum-wage-fixing mechanism that will ensure social justice and guarantee protection for all workers. In 2011, the ILO estimated the gross monthly minimum wage in Ethiopia to be US\$ 25.²⁰ This was much higher than in Rwanda (US\$ 3 in 2013), Uganda (US\$ 2 in 2013) and Burundi (US\$ 2 in 2018). However, the estimated gross monthly minimum wage for Ethiopia was lower than that of Tanzania (US\$ 63 in 2013), Eswatini (US\$ 68 in 2013), Kenya (US\$ 159 in 2012) and South Africa (US\$ 256 in 2013).

²⁰ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

2.2.3 Maximum limits on working time

Working time is an important determinant of employee earnings, productivity and longevity of working life. Ethiopian labour law provides for normal hours of work, weekly rest days and public holidays in part four of the relevant Proclamation. The Proclamation stipulates that normal hours of work should not exceed eight (8) hours a day or forty-eight (48) hours a week. According to the Proclamation, normal hours of work are the time during which a worker actually performs work or is available for work in accordance with the law, a collective agreement or work rules.

The available data for 2013 shows that:

- ▶ as many as 3.3 per cent of employed persons²¹ (2.8 per cent of men and 3.9 per cent of women) worked zero hours per week, i.e. employed women were 1.4 times more likely to have not worked, as compared to men;
- ▶ 22.5 per cent of women and 7.8 per cent of men worked for 14 hours a week or less;
- ▶ 27.1 per cent of Ethiopians worked for 15-29 hours per week;
- ▶ 8.8 per cent worked for 30-34 hours;
- ▶ 10 per cent of employed persons worked for 35-39 hours per week;
- ▶ 16.1 per cent worked for 40-48 hours per week;
- ▶ slightly more than one-fifth (20.2 per cent) worked for at least 49 hours per week.²²

In terms of gender:

- ▶ more women (32.1 per cent) than men (22.7 per cent) worked for 15-29 hours per week;
- ▶ slightly more men (9.6 per cent) than women (8 per cent) worked for 30-34 hours;
- ▶ in aggregate terms, more women (66.5 per cent) than men (42.9 per cent) worked fewer than 35 hours per week and were therefore considered to be part-time workers.

An analysis of the mean weekly hours actually worked by employed persons in Ethiopia shows that high levels of unemployment and weak enforcement of the labour laws undermine application of the maximum limits on working time. It also shows high levels of gender inequality in access to employment.

2.2.4 Safety and health at work

Ethiopia has ratified the Occupational Safety and Health Convention, 1981 (No. 155). The Convention was domesticated by virtue of Labour Proclamation No. 1156/2019 and Labour Proclamation No. 1064/2017 (applicable to civil servants). An OSH Policy was developed and approved in 2014. Both the policy and the legislative framework governing OSH seek to promote an inclusive and pro-poor development strategy that improves working conditions

²¹ The employed comprise all persons of working age who, during a specified brief period, were in one of the following categories: (a) paid employment (whether at work or with a job but not at work); or (b) self-employment (whether at work or with an enterprise but not at work).

²² International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat ilo org/data/>

and ensures safety and health in all workplaces. Ethiopia's workplaces present all six broad types of hazards: physical, chemical, biological, radiological, ergonomic and behavioral. Noise, dust and exposure to chemicals are the most common, particularly in the flower industry. There is high level of workplace injuries, often leading to extended losses of productive working days.

2.3 Sustained and inclusive economic growth, productive employment and decent work

The third pillar of the ILO Centenary Declaration for the Future of Work is the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. This is to be achieved by adopting macroeconomic policies having these aims as their central objective; trade, industrial and sectoral policies that promote decent work and enhance productivity; and by investment in strategic sectors and in infrastructure to bring about transformative change in the world of work.

2.3.1 Sustained and inclusive economic growth

Ethiopia has generally experienced strong economic growth, averaging 9.5 per cent over the period 2010–18, making it as one of the countries with the highest growth rates globally.²³ This impressive performance led to a six-fold increase in per-capita income without any adverse increase in income inequality, as manifested by a marginal 0.5-point increase in the Gini coefficient from 0.28 to 0.33 between 2005 and 2016. Ethiopia's growth rate slowed from 10.1 per cent in 2017 to 7.7 per cent in 2018 and then to 7.4 per cent in 2019.²⁴ This slowdown in the rate of growth of real gross domestic product (GDP) was reflected in a rapid decline in labour productivity, from 6 per cent in 2017 to 3.4 per cent in 2018, with a slight rebound to 4 per cent in 2019.²⁵ The country's real GDP was projected to expand by 7.2 per cent in 2020 and by 7.1 per cent in 2021. The rate of growth has, however, been depressed by the negative effects of COVID-19. While Ethiopia is not expected to experience a contraction in economic growth, unlike many emerging and frontier countries, it could experience a drop in real GDP growth to approximately 2.8 per cent in 2020, with a gradual recovery to approximately 6 per cent in 2021.²⁶

Ethiopia's high growth trajectory has been driven by the Government's bold economic reform programme, which seeks to address persistent macroeconomic imbalances and ease structural and sectoral bottlenecks. Growth in real GDP has also been driven by growth in productivity (5.8 per cent), services (8.8 per cent) and industry (12.2 per cent). While the share of total output from agriculture decreased from 66 per cent in 1991 to 32.8 per cent

²³ United Nations Ethiopia, *Common Country Analysis*, Addis Ababa, United Nations Ethiopia, 2020.

²⁴ African Development Bank Statistics.

²⁵ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

²⁶ United Nations Ethiopia, *Common Country Analysis*, Addis Ababa, United Nations Ethiopia, 2020.



in 2018/2019, the shares of services and industry increased to about 39.4 per cent and 27.6 per cent respectively in 2018/19. This trend is a clear sign of structural transformation.

2.3.2 Full and productive employment and decent work for all

Analysis of employment distribution by employment status shows that employees, in both formal and informal employment, accounted for 57.1 per cent of the total workforce in 2014, of whom 61.9 per cent were male and 49.2 per cent were female.²⁷ Own-account workers represented 31.4 per cent of the total workforce in 2014 (34.3 per cent female compared with 29.6 per cent male). Contributing family workers comprised 8.2 per cent of the total; workforce in 2014, again with a relatively larger proportion being female (14.7 per cent as compared to 4.3 per cent). The proportion of employees in Ethiopia would appear to be in decline, balanced by an increase in own-account and contributing family workers.

In 2019, the proportion of employees in the total workforce was 50.3 per cent, reflecting a 6.8 percentage point decline since 2014. While both males and females suffered from the loss of employment, females bore a heavier burden with a 7.8 percentage-point drop, compared with a 5.6 percentage-point decline for males. Consistent with the decline in the proportion of employees in the total workforce, the proportion of own-account workers increased from 31.4 per cent in 2014 to 34.3 per cent in 2019, while contributing family workers accounted

²⁷ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>



for 12.4 per cent of total employment – an increase of 4.2 per cent from the 2014 level.²⁸ The majority of own-account and contributing family workers were women.

Ethiopia's employment-to-population ratio, in other words the ratio of employed persons to the working age population, was estimated at 77.9 per cent in 2019,²⁹ giving a labour dependency ratio of 1.15. The country's employment-to-population ratio was lower than that of Rwanda (82.8 per cent), Tanzania (81.8 per cent) and Burundi (78 per cent) but higher than that of Kenya (72.7 per cent), Uganda (69 per cent) and South Africa (40.2 per cent).³⁰ Ethiopia's labour dependency ratio is, however, lower than that of Tanzania (1.18), Kenya (1.26), Burundi (1.35), Uganda (1.71) and South Africa (2.5).

Ethiopia's employment-to-population and labour-dependency ratios both signal the weak capacity of the economy to create productive and sustainable employment opportunities and so meet the demands of the growing labour force. They also reflect the existence of more dependents than persons in employment, which puts a further strain on the productivity and welfare of workers. Modelling by the ILO estimated an unemployment rate of 2.1 per cent in 2019, with females bearing a higher burden of unemployment (2.8 per cent) than males (1.5 per cent). Similarly, young people (aged 15-24) are at least twice (3.2 times) as likely to be unemployed as adults (1.5 times), though young females are 1.75 times more likely to be unemployed than young males.³¹ The youth unemployment scenario confirms

²⁸ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

²⁹ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

³⁰ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

³¹ International Labour Organization, ILOSTAT database, 2020a, available at <https://ilostat.ilo.org/data/>

the findings of other studies, i.e. that about three million young Ethiopians enter the labour force annually but are unable to be fully absorbed in the mainstream formal economy or find other viable income-generation opportunities.³²

Where employment is concerned, Ethiopia is heavily affected by COVID-19. A rapid labour force survey conducted in 2020 by the ILO³³ to assess the impact of COVID-19 on jobs revealed an increase in unemployment from 7 per cent in February 2020 (before COVID-19) to 12 per cent in August 2020 (during COVID-19). It further indicated that rising unemployment and loss of income had been much more marked for the least educated (12 per cent) and that, while income from employment had remained stable in the formal sector, the informal sector had recorded a drop of 30 per cent. The COVID-19 pandemic has also triggered growth in precarious work, as formal employment shrinks and informal employment increases. Much of the employment and loss of income is attributed to the COVID-19 prevention measures, which promote online or home-based work to ensure social and/or physical distancing. However, remote work is not an option for most employees (72 per cent) and business owners (78 per cent).

2.3.3 Population and health dynamics

Ethiopia's population was estimated at 114.96 million in 2020, with a growth rate of 2.56 per cent, thus accounting for 1.45 per cent of the world's population.³⁴ Half of the population is female, and the majority (79 per cent) live in rural areas, as opposed to 21 per cent in towns and cities. Slightly more than two in every five Ethiopians (41 per cent) are under the age of 15, and youth (15-29 years) make up 30 per cent of the population. With a median age of 19.6 years,³⁵ Ethiopia's population is certainly youthful. However, the large youth cohort can offer a demographic dividend only if the economic growth rate is high, inclusive and sustainable. The implication is that the inability of the country to achieve rapid, sustained and inclusive economic growth, together with the projected delay in economic recovery due to the protracted global recession caused by COVID-19, will further undermine the country's prospects of reaping the demographic dividend.

Life expectancy at birth is 67.8 years, with females expected to live longer (69.8 years) than males (65.9 years). The infant mortality ratio is 29.5 infant deaths per 1,000 live births, while the under-five mortality rate is 44 per 1,000 live births, as compared with the SDG target of 25. Ethiopia's poor health indicators are further depressed by a weak framework for promoting employee health and wellness; an absence of behavioural interventions to curb the increase in non-communicable diseases; and a weak framework for managing communicable diseases such as COVID-19, tuberculosis and HIV.

³² United Nations Ethiopia, *Common Country Analysis*, Addis Ababa, United Nations Ethiopia, 2020.

³³ International Labour Organization, *The jobs impact of COVID19: Rapid labour force survey (RLFS/E) First wave, August 2020*, Addis Ababa, International Labour Organization, 2020b.

³⁴ Worldometer, *Ethiopia demographics*, 2020.

³⁵ PEPFAR, *Ethiopia Country Operational Plan COP 2020/FY2021: Strategic Direction Summary*, March 2020, available at <https://www.state.gov/wp-content/uploads/2020/07/COP-2020-Ethiopia-SDS-FINAL.pdf>

2.3.4 Child labour

The 2015 Ethiopia National Child Labour Survey underlined the high prevalence of child labour in Ethiopia.³⁶ As per international guidelines, the survey indicated that 42.7 per cent of children aged 5-17 years are engaged in child labour, and 23.3 per cent are engaged in hazardous work. However, according to national directives and guidelines, the child labour figures for the same age group range is 24.2%. The prevalence is much higher in rural areas. More than a quarter of children living in rural areas are subject to child labour (a figure three times higher than in urban areas). The difference is even more critical where young children are concerned. In the 5-11 age group, the prevalence of child labour in rural areas is about four times higher than in urban areas. The regions with the highest prevalence are Amhara (54.9 per cent), Oromya (46.7 per cent), Afar (46.2 per cent) and Tigray (42.8 per cent).

The majority of children engaged in child labour work in the agricultural sector, which also accounts for 87.5 per cent of those involved in hazardous work. Although boys are more likely to be engaged in child labour and hazardous work, the presence of young and adolescent girls is also high. More than 2.6 million girls aged 5-13 are engaged in child labour in the agricultural sector, which also accounts for 79 per cent of all girls aged 14-17 who are engaged in hazardous work. Other sectors in which child labour is reported are the weaving industry, street vending, construction and domestic work.

The main drivers of child labour are the need for labour on family farms and the need to supplement household incomes.

The Government has taken various measures to eliminate child labour. These include the formulation and adoption of national action plans (2011–16) and (2016–20). By becoming an Alliance 8.7 “pathfinder country,”³⁷ the Government has committed to accelerating its efforts in the fight against child labour and to eliminating the worst forms of child labour by 2025, thus achieving Target 8.7 of the SDGs. This commitment is expressed in the development of a third National Action Plan for the Elimination of the Worst Forms of Child Labour.



³⁶ Ethiopia National Child Labour Survey, Central Statistical Agency of Ethiopia, 2018.

³⁷ Alliance 8.7, [website](#).

2.3.5 Labour migration

Ethiopia has become a hub for outward and inward migration, being one of the major labour-sending countries and the third largest refugee-hosting country in Africa. Though the country has sustained relatively high economic growth rates, the growth has been neither job-rich nor balanced. Consequently, Ethiopia is experiencing intense rural–urban migration, attributed more to push factors (the scarcity and degradation of agricultural land, and limited non-farm employment opportunities) than pull factors (positive dynamics within the labour market). The lack of livelihood opportunities has contributed to the increase in both internal (rural–urban) and international migration. A needs assessment conducted by the ILO in 2014 established that youth in migration-prone areas believe that labour migration is the only way to improve their lives. Consequently, over the last decade, large numbers of young people have migrated, by both regular and irregular means. The key destinations for Ethiopian labour migrants are the Middle East, South Africa and Europe.

Alongside the increase in emigration from Ethiopia over the past decade, there has also been a rise in the number of returnees, which is posing the challenge of how to reintegrate them into the already saturated local labour market. Most of the returnees come back with nothing, are often vulnerable, and require assistance to reintegrate, both socially and in terms of employment. Between 2010 and 2013, 480,080 Ethiopians migrated regularly to the Middle East, 86 per cent of them being women engaged to work in the domestic sector. Again, between June 2019 and March 2021, 30,719 Ethiopians migrated regularly to GCC countries, over 90 per cent of whom were women. According to an ILO report published in 2017,³⁸ 58 per cent of Ethiopian migrant returnees had been subject to forced labour. The results of the survey indicated that the returnees' gender, networking opportunities, occupation before migration and education were important determinants of forced labour. Female returnees were more likely to have experienced forced labour than their male counterparts.

It is estimated that 255,000 Ethiopians returned from abroad in 2018, the majority of them (56.9 per cent) being females. The returnees came mainly from Saudi Arabia (51 per cent), Yemen (25.1 per cent), Sudan (14.9 per cent) and Djibouti (3.1 per cent), while other countries accounted for 5.5 per cent. Again, the majority of the returnees from Saudi Arabia (57.7 per cent) were females. An estimated 58,600 Ethiopians have returned to Ethiopia since the outbreak of the COVID-19 pandemic, between April 2020 and March 2021. The challenges of migration within Ethiopia are exacerbated by recurrent ethnic conflicts and the COVID-19 crisis. While a majority of the regular emigrants are women, the returnees are mostly men, accounting for around 70 per cent. This clearly indicates that, while the majority of women migrate regularly to avail themselves mainly of opportunities in the domestic work sector in GCC countries, the majority of the men continue to migrate irregularly, due to a lack of opportunities for regular migration.

³⁸ ILO, *Migration and Forced Labour: an analysis on Ethiopian workers*, March 2017.

The GoE has adopted a Prevention and Suppression of Trafficking in Persons and Smuggling of Persons Proclamation No.1178/2020 and an Overseas Employment Proclamation 923/2016 with the amended Proclamation of 1246/2021. It has also signed four bilateral labour agreements, with the Kingdom of Saudi Arabia, Qatar, the United Arab Emirates (UAE) and Jordan. Three of these four agreements are concerned with domestic work, which mostly attracts women migrants. The Government is negotiating additional agreements with Kuwait, Oman, Bahrain, Lebanon, Poland and Japan.

2.3.6 Humanitarian action

Ethiopia faces humanitarian challenges on several fronts, limiting the country's capacity to work towards achieving the SDGs. These challenges include the effects of climate change, locust infestation, irregular migration, civil unrest and, more recently, the COVID-19 pandemic. Ethiopia is host to the second-largest refugee population in Africa, after Uganda. It is also estimated that close to 16.5 million people are in need of emergency food aid and non-food assistance, at a cost of US\$1.65 billion.³⁹ There are thought to be 1.77 million internally displaced persons (IDPs) across Ethiopia,⁴⁰ with 1.24 million displaced by conflicts and 523,000 by climate-related factors. It is reported that a large number of IDPs have been resettled, leading to a reduction in the number of IDPs from 2.3 million in 2018 to 1.7 million in 2019.⁴¹ Resettlement is projected to increase, with more concerted interventions by the Government and its partners.

At institutional, policy and legislative levels, a Comprehensive Refugee Response Framework (CRRF) process was formally launched at the end of 2018, and a National Comprehensive Refugee Response Strategy (NCRRS) concluded in 2019. The NCRRS aims to make all refugees and hosting communities socio-economically active and self-reliant by 2027. It also commits to changing the primary assistance model from refugee camps to development-oriented settlements over a 10-year period. A Refugee Proclamation was adopted by Parliament in January 2019 and a Refugee Right to Work Directive (No. 02/2019) adopted in December 2019. The two instruments further contribute to the Government's efforts to advance local integration options for displaced communities.

2.3.7 HIV and AIDS

The UNAIDS 2016–21 Strategy On the Fast-Track to End AIDS calls for an end to AIDS by 2030. The HIV epidemic in Ethiopia is mixed, with wide variations. It is most prevalent in some urban areas and distinct transmission pockets among key and priority populations, and in some sectors of the general population.⁴² The 2016 Demographic Health Survey (DHS) estimated

³⁹ OCHA, *Revisions to the 2020 Humanitarian Requirements Today*, June 2020.

⁴⁰ This number is likely to increase significantly due to internal conflicts and law enforcement measures in Tigray region.

⁴¹ DTM, Displacement Tracking Matrix (DTM) Round 20, as at 29 November 2019.

⁴² PEPFAR, *Ethiopia Country Operational Plan COP 2020/FY2021: Strategic Direction Summary*, March 2020, available at <https://www.state.gov/wp-content/uploads/2020/07/COP-2020-Ethiopia-SDS-FINAL.pdf>



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a national HIV prevalence of 0.9 per cent, with women bearing worst affected (1.2 per cent) than men (0.6 per cent). The 2018 Ethiopian Population-based HIV Impact Assessment (EPHIA) estimated an urban HIV prevalence of 3 per cent nationally, with regional variations.

It is estimated that there were 670,000 people living with HIV in Ethiopia in 2019.⁴³ It is further estimated that 79 per cent of HIV-positive adults (15–64 years) know their HIV status, and that 97.1 per cent of adults living with HIV and aware of their HIV status were receiving antiretroviral therapy (ART). Among adults living with HIV who reported anti-retroviral (ARV) drug use or had detectable ARVs, 87.6 per cent had suppressed viral loads. The consequence is that Ethiopia is close to reaching HIV epidemic control but still has pockets of infection that need to be addressed. The EPHIA data suggests, for example, that young people (aged 15–24) have low viral-load suppression (48.2 per cent) and require special attention for engagement and care. Identifying these young people, and getting and keeping them on treatment to achieve high rates of viral-load suppression, is therefore critical.

It has been noted that the uptake of HIV services by workers continues to be low and stigma remains high, particularly in workplaces. Cases of employment-related discrimination are also high and access to social protection for people living with HIV and AIDS is lacking, the deficiencies being exacerbated by the COVID-19 pandemic. The emphasis must therefore be on increasing the uptake of HIV services by workers, addressing the vulnerabilities and barriers that workers – particularly males – face in accessing HIV services, and eliminating stigma and discrimination in the world of work, in accordance with ILO Recommendation 200 concerning HIV and AIDS and the world of work. Enhancement of HIV-sensitive social protection is also crucial.

⁴³ UNAIDS, *Ethiopia Country Factsheet*, 2019.

MADE IN ETHIOPIA





Priorities and country programme outcomes

3.1 The ILO's comparative advantage

Ethiopia's long-term policy development blueprint (HGER) seeks to facilitate the creation of decent jobs, sustain high quality economic growth, and create fiscal space for increased public investment in infrastructure, human capital and institutional development. The Ten-Year Perspective Plan (2021–30) integrates the social, economic and political aspirations of the country. It is grounded on key people-centered objectives: the development of physical, human and institutional capital for income generation and asset accumulation; equitable access to education, health, and other services; unconditional access to food, shelter and clean water; and the unrestricted right to economic, social and political participation, free from discrimination. *Digital Ethiopia 2025* provides a roadmap for the country to achieve tech-led growth. Ethiopia's development frameworks are consistent with the four strategic priorities of the UNSDCF (2020–25): people; democracy, justice and peace; prosperity; and environmental protection and climate change. The national development priorities are also in keeping with the 17 SDGs, and the first, second, third, fourth and sixth aspirations of the African Union Commission Agenda 2063.

The strategic pillars of the HGER, the Plan of Action for Job Creation (2020–25), *Digital Ethiopia 2025*, the Ten-Year Perspective Plan, the UNSDCF, the SDGs and the African Union Commission's Agenda 2063 anchor the ILO's mandate of promoting decent work and inclusive growth. The ILO is a member of the UNCT for the UNSDCF (2020–25) and has consistently worked with the Ethiopian Government and its constituent partners to support the realization of national development policies, particularly those relating to labour and employment. The ILO has the long-standing technical expertise, experience and tripartite-based institutional structure required to deliver on the key result area of decent and gainful employment.

The ILO's comparative advantage, therefore, lies in its strategic positioning, technical expertise, accumulated experience, resource mobilization capacity, global recognition and acceptance as a credible, trustworthy and reliable partner, and its facilitative role in promoting social dialogue. The ILO also leads several alliances and multi-stakeholder partnerships related to SDG 8 and other decent-work-related goals and targets, which present opportunities for collaboration, joint programming, resource mobilization and learning. The ILO has a good track record of commitment to promoting gender equality in all spheres of work and social life, and is therefore strategically placed to guide implementation of the DWCP (2021–25) and ensure that its outcomes are achieved.

3.2 Lessons learned from previous DWCP implementation

Ethiopia's third DWCP was implemented over an extended period (2014–17). An independent Country Programme Review (CPR) was conducted and an internal assessment was made by the tripartite partners to assess the extent of implementation of the DWCP, its achievements and lessons learned. The following lessons were flagged up by both the CPR process and the tripartite partners:

- ▶ The effectiveness of a DWCP depends on the existence of a strong institutional framework for implementation, monitoring, evaluation and reporting of its outcomes. This may require the establishment and strengthening of the DWCP National Steering and Technical Committees.
- ▶ Active participation and engagement of the tripartite-plus partners in the design, implementation, monitoring and evaluation of the DWCP increases its relevance, coherence and strategic fit.
- ▶ A weak framework for gender mainstreaming and equality in the activities of tripartite-plus partners undermines the effective development and implementation of gender-responsive policies and the legal, regulatory and institutional measures that are necessary for achieving the DWCP outcomes.
- ▶ The cross-cutting policy drivers of gender equality and non-discrimination were not sufficiently mainstreamed in earlier DWCPs. The ILO and the constituent partners need to make additional efforts to ensure that gender and non-discrimination principles are integrated into DWCP design and implementation.
- ▶ The progress and effectiveness of a DWCP requires effective coordination between partners and other actors to create and benefit from synergies, enhance programmatic rather than piecemeal implementation of activities, and share and learn from good practices.
- ▶ The effectiveness of a DWCP depends on the establishment of strong monitoring and evaluation systems, the development of clear and specific indicators, baseline figures and measurable and verifiable targets, and the involvement of all partners and regions in the process.
- ▶ The success of a DWCP depends on the equal prioritization and treatment of all country programme outcomes.
- ▶ The potential of a DWCP to leverage national resources is released when DWCP interventions and outcomes are aligned to national priorities and demands, and resource mobilization strengthened.

3.3 Alignment with national, regional and global development frameworks

The tripartite partners and their constituents, in consultation with the ILO and guided by the strategic priorities outlined in the UNSDCF (2020–25), identified three strategic areas to focus on during the fourth DWCP (2021–25) period. The priority areas are (a) People; (b) Prosperity; and (c) Industrial relations, social dialogue and tripartism. These priority areas are aligned with national, regional and global development frameworks, as illustrated in Table A1 of the Appendix.

The DWCP is also consistent with the priorities of Ethiopia’s 10-Year Perspective Development Plan (2021–30) relating to quality economic growth, productivity and competitiveness, and institutional transformation, as well as the equitable participation of women, youth and children in economic development, private-sector economic leadership, and climate resilience. The DWCP also aligns with the MoLSA’s Ten Years Development Plan . It is also in keeping with the First Ten-Year Implementation Plan (2014–23) of the African Union Commission’s Agenda 2063, and with the SDGs.

The priorities and outcomes of the DWCP (2021–25) (see Table 1) also fit strategically with the ILO’s Programme and Budget for the Biennium 2020–21, the Programme and Budget Proposals for 2022–23, and the Abidjan Declaration and its Implementation Plan. More specifically, the first outcome of the DWCP draws on the first and the second work areas of the Abidjan Declaration, while the second outcome is aligned to the second, third, fourth and sixth work areas. The third and fourth outcomes of the DWCP are in line with the fifth and seventh work areas of the Abidjan Declaration, respectively.

▶ **14th African Regional Meeting, Abidjan, Côte d’Ivoire, 3–6 December 2019**

Abidjan Declaration Advancing Social Justice: Shaping the future of work in Africa - Realizing the potential for a future of work with social justice

Shaping an African Decent Work Agenda:

- ▶ **Priorities 1.** Building on the human-centred approach to the future of work, the main priorities for the African region will be built around the Centenary Declaration.

We thus commit to:

- ▶ making decent work a reality for Africa’s youth, developing skills, technological pathways and productivity for a brighter future in Africa, transforming Africa’s informal and rural economy for decent work, and respecting international labour standards, promoting social dialogue and ensuring gender equality;
- ▶ strengthening the capacities of all people to benefit from the opportunities of a changing world of work;
- ▶ strengthening the efficiency of the institutions of work to ensure adequate protection of all workers;
- ▶ promoting inclusive and sustainable economic development and growth, full and productive freely chosen employment and decent work for all;
- ▶ strengthening synergies between the ILO and institutions in Africa, namely the African Union Commission, regional economic communities, and the three labour administration training centres (African Regional Labour Administration Centre, Centre régional africain d’administration du travail, and Arab Centre for Labour Administration) as these play a supportive role in the implementation of the African Decent Work Agenda priority areas.

▶ Table 1: Country priorities, country programme outcomes and outputs
<p>DWCP Priority 1: People (<i>Strategic priority 1 of the UNSDCF</i>)</p> <p>Outcome 1: All people in Ethiopia enjoy the rights and capabilities to realize their potential in equality and with dignity (<i>Outcome 1 of the UNSDCF</i>).</p>
<p>DWCP Priority 2: Prosperity (<i>Strategic priority 3 of the UNSDCF</i>)</p> <p>Outcome 2: All people in Ethiopia benefit from an inclusive, resilient and sustainable economy (<i>Outcome 3 of the UNSDCF</i>).</p>
<p>DWCP Priority 3: Industrial relations, social dialogue and tripartism (<i>the ILO's normative and standard-setting role</i>)</p> <p>Outcome 3: All tripartite partners in Ethiopia and their constituents have increased engagement in industrial relations, social dialogue and tripartism.</p> <p>Outcome 4: All workers, employers and their representative organizations in Ethiopia advance the enjoyment of fundamental principles and rights at work.</p>

3.4 Country priorities and country programme outcomes

The three country priorities and their country programme outcomes (CPOs) will be the strategic areas on which performance of the fourth DWCP (2021–25) is based and the results measured. The country priorities and CPOs are drawn from a country diagnostics and situation analysis, the UNSDCF (2020–25), Ethiopia's Common Country Analysis (CCA, 2020), national development priorities, other regional and global development aspirations, and consultations with the tripartite-plus partners. The outputs to be delivered during the DWCP period in order to achieve the stated CPOs have been listed against each CPO.⁴⁴

3.5 Country programme outcomes, theory of change and outputs

Country Priority 1: People

Country Programme Outcome 1: *All people in Ethiopia enjoy the rights and capabilities to realize their potential in equality and with dignity.*

Article 25 of Ethiopia's Constitution entrenches gender equality and women's rights as fundamental. The National Policy on Women (1993) aimed to create structures within government offices and institutions that would establish equitable and gender-sensitive public policies. The Policy seeks to guarantee women's equality and the protection of women's rights in various spheres of life. Ethiopia's labour laws also prohibit discrimination in employment and remuneration on account of sex, marital status, family responsibilities, pregnancy or any other condition. Consideration of gender equality and non-discrimination in employment is critical, given Ethiopia's position as a hub for outward and inward migration. Ethiopia is one of the major labour-sending countries and the third-largest refugee-hosting country in Africa. The country also has an estimated 1.77 million

⁴⁴ More information on the outcomes and outputs, including performance indicators, can be found in the Results Matrix in Table A2 of the Appendix.

IDPs, of whom roughly seven in every ten have been displaced due to conflicts and the remaining 30 per cent by climate-induced factors.

Ethiopia also continues to experience a rise in the number of returnees, which compounds the challenge of resettling and reintegrating both IDPs and returnees in the already saturated local labour market. Furthermore, a relatively large proportion of Ethiopia’s youth are not in employment, education or training (NEET). An estimated 11.3 per cent of young people (aged 15–24) were NEET in 2019, with females in the majority (16.3 per cent as compared to 6.3 per cent). The consequence is that young females in Ethiopia are 1.6 times more likely to be NEET than young males.

A change strategy aimed at addressing the aforementioned challenges must focus on promoting gender equality and non-discrimination in employment; helping displaced persons to find safe, dignified and voluntary solutions to rebuilding their lives; enabling migrants and returnees to improve their employability, access decent jobs and participate in the labour market; and equipping young people – particularly those left behind in education and employment – with the knowledge and skills required to access decent jobs and participate in civic life. The theory of change adopted in this respect considers that gender inequality – whether occasioned by individuals, institutions, communities or society as a whole – violates women’s human rights, and constrains their choices and agency. Inequality negatively impacts on women’s ability to participate in employment, entrepreneurship and other economic activities, and contribute to and benefit from development.

Two key strategies will be used to promote gender equality in access to employment and livelihood opportunities in both the formal and informal sectors. The first strategy is to appoint a gender focal person, develop capacity-building tools that take gender into account, and ensure a gender-transformative approach in the formulation and implementation of all





labour and employment policies, programmes and institutions. The second is to introduce stand-alone advocacy and programming that focuses on gender equality and women's rights. Consequently, the Government – in collaboration with development partners, social partners and other stakeholders – will promote sensitization and awareness-raising programmes to encourage women to empower themselves in multidimensional activities. A similar intervention will be extended to increase the proportion of women and persons with disabilities (PWDs) recruited to senior positions in national and local public institutions, and those in managerial positions in both the public and private sectors.

In addition, the tripartite partners and their constituents will be sensitized to the need for women's empowerment, gender mainstreaming and equality, and the relevance of targeted gender-equality activities in the DWCP (2021–25). The awareness-raising and sensitization programme will be extended to include other male decision-makers and cultural or peer influencers. This is important in stemming any backlash, particularly from men, and enlisting the support of men, in particular as male champions of gender equality.

The partners will also lobby the government to implement the 8th report on the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), and adopt an appropriate gender-responsive policy, and legal, regulatory and institutional measures at the federal and regional levels, as a mechanism for promoting gender equality in the workplaces. This includes the need to address the gender wage gap. Cooperative organizations will also be provided with the legal, technical, financial and advisory services needed to promote inclusive employment and improved working conditions for youth, women, PWDs, people living with HIV (PLHIV), migrants, returnees and forcibly displaced persons.

The Government, in partnership with the social partners and other diplomatic missions abroad, will also put in place mechanisms to ensure safe, orderly and regular migration.

The Government, in consultation with the social partners, private employment agencies and other relevant actors, will also develop, implement and ensure the enforcement of bilateral labour agreements (BLAs) and standard employment contracts as a mechanism for advancing the fundamental rights of migrant workers. The capacities of Government, the social partners, private employment agencies (PrEAs) and civil society organizations (CSOs) will also be strengthened to enable them to effectively address the unmet needs of both potential and existing migrants. In addition, a labour migration database will be upgraded to ensure the availability of regular, up-to-date and reliable gender-sensitive labour migration data. There will be a coordinated effort to strengthen the capacity of trade unions to support migrant workers. Support will also be provided for the fostering of bilateral cooperation between national trade unions in Ethiopia and those in the main countries of destination (in particular Lebanon, Kuwait, Jordan and Bahrain) to promote Ethiopian migrant workers' access to justice, in particular supporting them in claiming benefits, unpaid wages and other entitlements while abroad and upon their return. Efforts will also be made to strengthen networking between trade unions in Ethiopia and trade unions in receiving countries and thus better support Ethiopian migrant workers abroad.

The capacity of Ethiopian diplomatic missions abroad to engage with the MoLSA will also be strengthened so as to ensure that migrant workers abroad are better supported.

Other strategies will include strengthening the Government's capacity to provide economic empowerment support, such as careers counselling, market-oriented skills development, core-skills training, recognition of prior learning (RPL), job placements, and sustainable livelihood training for youth, women, PWDs, PLHIV, migrants, returnees and forcefully displaced persons. Working conditions in high-productivity and growth-oriented sectors such as garment manufacturing will also be improved to secure the welfare and working conditions of youth, women, PWDs, PLHIV, migrants, returnees and forcefully displaced persons. The Government, in collaboration with the social partners and other stakeholders, will also review, adopt and implement the Overseas Employment Proclamation with a view to further promoting regular labour migration and the reintegration of returnees.

Outputs

- Output 1.1** Young people, especially those left behind in education and employment, are equipped with the knowledge and skills required to access decent jobs and participate in civic life.
- Output 1.2** Policies, legislation, regulations and institutions are strengthened to promote gender equity and non-discrimination in all spheres of work.
- Output 1.3** Displaced persons are enabled to find safe, dignified and voluntary solutions to rebuilding their lives in sustainable ways.
- Output 1.4** Migrants and returnees are enabled to improve their employability, access decent jobs and participate in the labour market.

Country Priority 2: Prosperity

Country Programme Outcome 2: *All people in Ethiopia benefit from an inclusive, resilient and sustainable economy.*

Articles 41(7) and (6) of Ethiopia's Constitution require the State to take all measures necessary to increase opportunities for citizens to find gainful employment. To this end, the Government has formulated the HGER, *Digital Ethiopia 2025* and the Ten-Year Perspective Plan to provide a broad policy framework for promoting productivity and the creation of productive employment and decent work for all. The aim of the National Plan of Action for Job Creation (2020–25) is to improve the employment-intensity of economic growth, creating 14 million jobs by 2025 and 20 million by 2030.

Employment trends in Ethiopia show the growing importance of own-account and contributing family workers. In 2019, employees accounted for 50.3 per cent of total employment, while own-account workers and contributing family workers made up 34.3 and 12.4 per cent of the total workforce, respectively. The majority of own-account and contributing family workers are women. The consequence is that, despite economic progress, Ethiopia has not been entirely successful in bringing about structural transformation. Furthermore, productivity growth has continued to be constrained by structural and institutional bottlenecks. In addition, the COVID-19 pandemic has led to increased unemployment, loss of income and growth in precarious work, particularly in the informal sector.

Ethiopia has relatively low levels of social protection coverage. Only 11.6 per cent of the country's population were covered by at least one social protection benefit as of 2016. In addition, only 15 per cent of persons above retirement age were receiving a pension in 2016, and only 8 per cent of vulnerable persons were covered by social assistance. The country's social protection system is also weak in terms of the adequacy of benefits, as provided for in the Social Security (Minimum Standards) Convention, 1952 (No. 102). The COVID-19 pandemic has aggravated the situation, making at least 26 million people vulnerable. In addition, there is a low level of OSH coverage (estimated at less than 0.5 percent for both OSH inspections and fire safety audits), and a high proportion of occupational injuries (25,000 per 100,000 of the population).

The slow pace of employment creation in Ethiopia is attributed to the slow structural transformation of production and the labour market, and to low productivity caused by structural and institutional bottlenecks. Skills mismatches – aggravated by weak linkages between industry and training institutions and compounded by a weak framework for industrial attachment, internships, apprenticeships and other Work Based Learning (WBL) programmes – also undermine prospects for employment growth. The potential of the informal sector to provide quality jobs is weakened by limited vertical growth, low productivity and competitiveness, and the slow pace of formalization.

The main causes of the low social-protection coverage in Ethiopia are the absence of a sustainable financing strategy, weak inter- and intra-sectoral coordination of social-protection programmes, low implementation capacity, and a lack of knowledge and awareness of the importance of a comprehensive social-protection system. The lack of reliable, up-to-date data and poor information management systems also undermine effective policy analysis and design, including beneficiary targeting.

As the theory of change indicates, increased access to decent jobs, incomes and entrepreneurship opportunities for men and women, including youth, PWDs and other vulnerable groups, depends on a structural transformation of the economy and the labour market. Structural transformation of production and the labour market is expected to contribute to rapid, sustainable and inclusive growth, enhance organizational productivity and competitiveness, and create decent jobs and quality livelihoods for all. The theory of change is also posited on the principle that the creation of an enabling environment for sustainable enterprises will require not only enterprise-specific interventions for businesses to grow, but also policy reforms designed to change the political, social and economic environment in which enterprises operate, including the regulatory and institutional settings. Furthermore, a focus on the design and implementation of relevant policies, laws, regulations and institutions will provide the requisite tools for bringing about the desired change.

A number of strategies will be implemented to realize the desired outcome. These include developing and adopting gender-responsive policies and legal, regulatory and institutional measures at the federal and regional levels to improve the enabling environment for micro, small and medium enterprises (MSMEs). Furthermore, the Government, in consultation with the CETU, the CEEF, the private sector and development partners, will design and implement productivity improvement programmes and revamp financial and non-financial support for



MSMEs by improving the quality of business-development services (BDS). In consultation with the CETU, the CEEF and MSMEs, the Government will also review, adapt and implement the entrepreneurship manuals and guidelines developed by the ILO to improve the competitiveness of MSMEs. The partners will also lobby for the design and implementation of job-rich macroeconomic policies that focus on promoting macroeconomic stability and sustainable private-sector investment. The intention is to optimize the job-creation potential of public investment, improve the competitiveness of the financial sector and ensure the provision and quality of demand-oriented skills training that increases people's employability and job prospects.

The MoLSA and the tripartite-plus partners will focus on agro-processing, garment-making, textile manufacturing and other priority sectors identified in the Ten-Year Perspective Plan as having high potential for job creation and attracting investment. The ILO will work with the social partners and other stakeholders to promote the advancement of the Decent Work Agenda through job creation, the improvement of working conditions and productivity, and respect for fundamental principles and rights at work (FPRWs). The MoLSA also plans to strengthen labour-market intermediation and linkages by establishing modern public employment centres across the regions, and setting up a labour-market information system (LMIS) at the federal level.

At the same time, the Government of Ethiopia, in collaboration with the social partners, the ILO, the private sector, development partners and other local and international non-state actors, will implement strategies to empower women and other vulnerable groups in both urban and rural areas and thus enable them to access social protection. Advocacy programmes targeting policymakers at the federal and regional levels will also be developed and implemented. Emphasis will also be placed on enhancing the implementation of national social-protection action plans and other relevant instruments, as well as designing and implementing a sustainable strategy for financing social protection.

The MoLSA, in consultation with the CETU, the CEEF and other stakeholders, will lobby and advocate for the establishment and enhancement of inclusive lifecycle social-protection programmes. The tripartite-plus partners will also advocate and lobby for the extension of social-security benefits to include maternity benefit, unemployment benefit and an occupational injury and disease compensation system. The MoLSA, in partnership with the CETU, the CEEF, the Central Statistics Agency (CSA), the ILO and other partners, will develop and implement a coordinated mechanism for monitoring, evaluating and reporting on social protection. The Ministry will also partner with relevant Government ministries, departments and agencies, and with other tripartite-plus partners, to improve social-protection governance structures with a view to strengthening social-protection systems and minimizing systemic "leakages". The tripartite partners, in collaboration with the ILO and other labour-market actors, will also develop policies and legal and institutional frameworks to facilitate minimum wage fixing and its administration.

Where OSH is concerned, the MoLSA, in consultation with the CETU, the CEEF, the ILO and other stakeholders, will evaluate and revise the National OSH Policy (2014) and the OSH Directive to make them consistent with the dynamics of the world of work and align them with international labour standards (ILS) and global OSH protocols. The tripartite-plus partners will also take measures to publicize and implement the revised OSH Policy, emphasizing the need to develop an OSH culture amongst Ethiopians. The tripartite-plus partners will also develop and implement a programme to strengthen the capacities of players in monitoring and evaluating OSH and work-environment programmes at national, sectoral and enterprise levels. Efforts to build the capacities of the labour inspectorate will focus on a strategic compliance plan, dedicating resources to sectors with high violation rates and to high-risk areas. Training of labour inspectorates will be sustained by developing and implementing a continuing education curriculum.

The MoLSA, together with the social partners, the ILO and other actors, will also develop and implement an OSH information management system. The partners will also promote implementation of the HIV and AIDS Policy at Work in both formal and informal enterprises. An OSH extension strategy and programme will be designed to include MSMEs and informal economy operators in the OSH structure. Furthermore, workplace OSH and work-environment inspection and advisory services will be strengthened to address hazardous child labour and discrimination based on gender, disability, HIV and AIDS, and any emerging diseases, such as COVID-19. Generic workplace protocols will also be designed and implemented to help prevent the spread of unexpected epidemics and pandemics, such as COVID-19.

Outputs

- Output 2.1** Policies, regulations and institutions are strengthened to create decent jobs and to promote equal access to finance for micro, small and medium-sized enterprises and enable them to invest for productivity and competitiveness.
- Output 2.2** Access to decent jobs, employment and livelihood opportunities in the formal and informal sectors is improved, particularly for youth and women.
- Output 2.3** Access to innovation, new technology and finance is increased, fostering an inclusive and diversified green economy.
- Output 2.4** Social protection programmes and systems are strengthened to enhance the resilience of the most vulnerable.
- Output 2.5** Productivity in formal and informal sectors is increased, leading to sustainable enterprises, the creation of productive and durable jobs, and entrepreneurship opportunities, particularly for youth, women and returnees.
- Output 2.6** Policies, regulations and institutions are strengthened to ensure occupational safety and health in workplaces and strengthen the labour inspection system for increased productivity and improved working conditions.
- Output 2.7** Policies, regulations and institutions are in place to set and implement an evidence-based minimum wage in Ethiopia.

Country Priority 3: Industrial relations, social dialogue and tripartism

Country Programme Outcome 3: *All tripartite partners in Ethiopia and their constituents have increased engagement in industrial relations, social dialogue and tripartism.*

Ethiopia has a number of institutions for fostering social dialogue: Tripartite Advisory Boards (TABs) and Labour Advisory Boards (LABs), Labour Relations Boards (LRBs), Labour Courts, the Labour Administration and Inspectorate, and Joint Industrial Consultative Councils (JICCs). The country also has a tripartite system, which involves the MoLSA, the CETU, the CEEF and their constituents.

Most of the institutions involved are, however, weak and cannot effectively support sound social dialogue and tripartism. The weaknesses can be attributed mainly to poor staffing and the financial, structural and organizational deficiencies of the respective institutions. Their poor performance is also explained by the limited capacity of the MoLSA. Effective social dialogue and tripartism is further undermined by the limited institutional capacity of trade unions and employers' and business membership organizations (EBMOs). In addition, women are under-represented in the various institutions, in terms of both membership and leadership. This further undermines the ability of the institutions to engage in inclusive social dialogue.

The theory of change for social dialogue and tripartism in Ethiopia involves a paradigm shift to a proactive and responsive industrial relations system. This is expected to enhance workplace dialogue, preempt industrial discontent and introduce mutually beneficial





mechanisms to limit industrial disputes. Such change would also improve bipartite and tripartite relations, productivity, innovation and competitiveness. A redefinition of the roles and operations of the country's social-dialogue institutions, based on a clear vision and sound strategic planning, is therefore critical. The strategy for change also acknowledges the fact that sustainable social dialogue and tripartism cannot be fully achieved unless women workers are empowered to contribute equally with men.

Strategies for achieving this outcome depend on reactivating and operationalizing the key institutions undertaking social dialogue at both the federal and regional levels, in particular the TABs, LABs, LRBs, JICCs and Labour Courts. In addition, the MoLSA, in collaboration with the CETU, the CEEF and other development partners, will mobilize resources to automate Labour Court registries at the federal and regional levels. The partners will also design and implement a training programme to enhance the technical capacities of labour inspectorate staff, conciliators and mediators, and of labour court judges.

The Government, in collaboration with the social partners and the ILO, will also strengthen labour administration audits and advisory services at both the federal and regional levels. Frameworks for practicing social dialogue and bipartite workplace cooperation will also be established and/or revitalized, alternative dispute resolution (ADR) mechanisms promoted and the capacities of institutions rendering ADR services strengthened. The tripartite partners will also lobby for the ratification and domestication of the Violence and Harassment Convention, 2019 (No. 190).

Outputs

- Output 3.1** The Government's capacity is increased at national and subnational level to improve the performance of institutions of social dialogue and promote tripartism.
- Output 3.2** Policies, regulations and institutions are strengthened to promote and ensure compliance with fundamental principles and rights at work in the interests of industrial harmony, enhanced organizational productivity and competitiveness.

Country Programme Outcome 4: *All workers, employers and their representative organizations in Ethiopia advance the enjoyment of fundamental principles and rights at work.*

Ethiopia has been a member of the ILO since 1923,⁴⁵ although the country has ratified only 23 of the 190 ILO Conventions. It also reports regularly to the CEACR, most recently in 2019. Some of the ratified Conventions have been domesticated and are enshrined in the country's Constitution and labour laws. However, the level of compliance and enforcement of the ratified Conventions and labour laws is low. The main deficiencies are in respect of child labour, and the right to organize and engage in collective bargaining.

The low level of compliance and enforcement of the ILS and labour laws can be attributed to a number of factors: the weakness of the institutions responsible for social dialogue and the poor organizational capacity of the tripartite partners; high rates of unemployment and poverty; and a lack of knowledge and awareness of the ILS and domestic labour laws on the part of workers, employers and government institutions. The limited enforcement of the ILS and domestic labour laws is also attributed to the weak organizational capacity of EBMOs and trade unions.

A number of strategies will be adopted to reverse the trend of low ratification and domestication of ILS, and poor compliance with and enforcement of domestic labour laws. The MoLSA, in collaboration with the CETU, the CEEF and the ILO, will conduct a mapping exercise to identify and prioritize which ILO Conventions should be ratified. The partners, adopting a strategic and inclusive approach, will then lobby for ratification and domestication of the prioritized Conventions. The MoLSA will also continue to develop and implement mechanisms to enhance the capacity of the labour inspectorate to ensure compliance with and enforcement of the labour laws.

Measures will also be taken to strengthen partnership and collaboration between the social partners and other stakeholders, enabling the country to meet its reporting and other obligations to the ILO supervisory body. The capacities and governance systems of EBMOs and trade unions will also be improved to ensure that they broaden their representation and/or enhance their service provision, attract new groups of members, conduct advocacy activities to influence policymaking, produce proposals for consideration in the context of social dialogue, and promote collective bargaining and/or workplace cooperation.

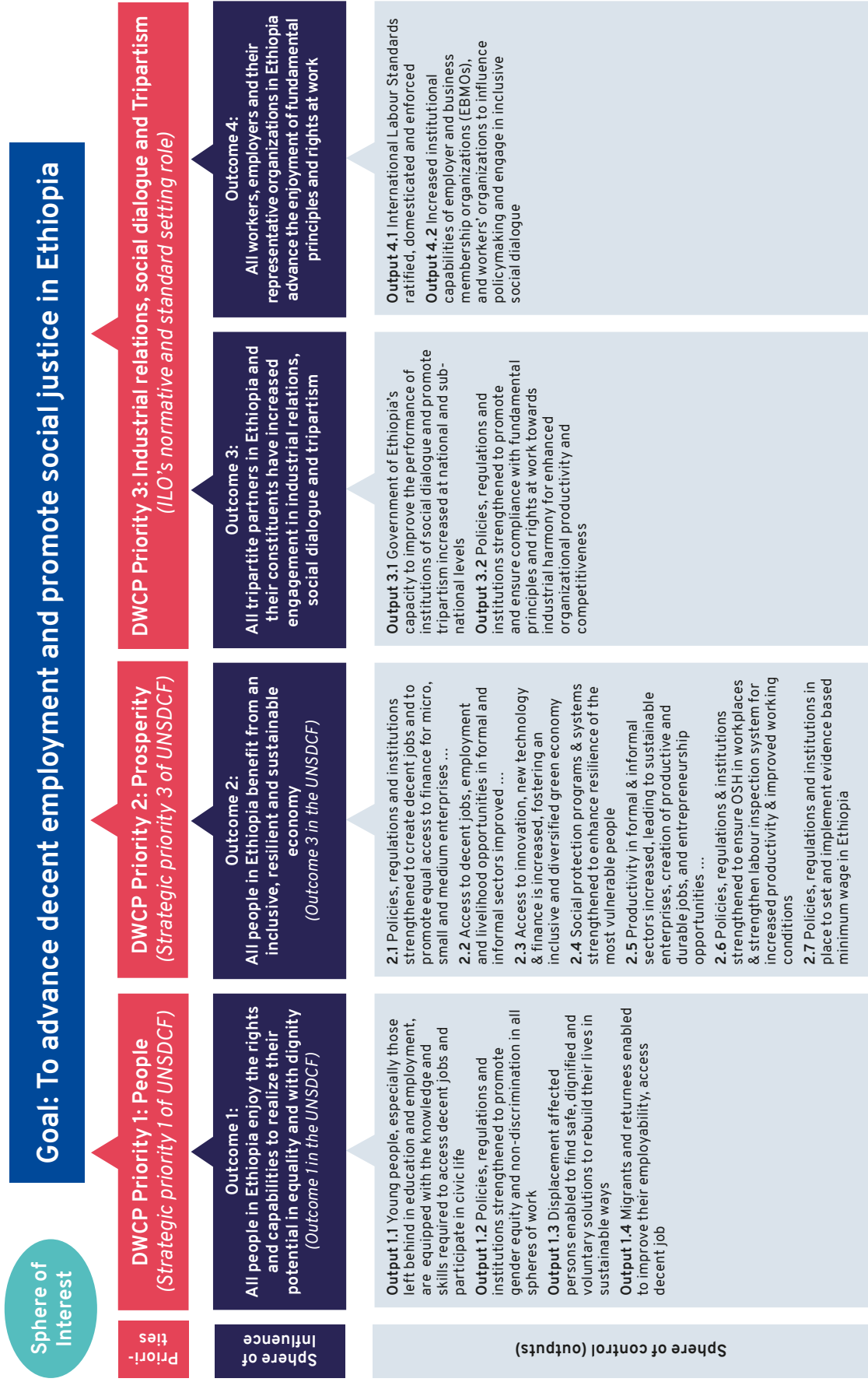
Outputs

Output 4.1 International labour standards are ratified, domesticated and enforced.

Output 4.2 The institutional capabilities of EBMOs and workers' organizations to influence policymaking and engage in inclusive social dialogue are increased.

⁴⁵ ILO/Normalex, *Information System on International Labour Standards*, 2020.

Theory of Change



3.6 Risk assessment and mitigation

The implementation and achievement of the outcomes of Ethiopia's fourth DWCP (2021–25) is subject to both internal and external risks and threats. The external risks that could have the most significant consequences include:

- i. macro shocks and unfavourable regional and global economic conditions affecting trade, aid, debt, investment and remittances;
- ii. political risks;
- iii. environmental and climate-related risks and their effects, including unsafe migration, food insecurity, and growth in the numbers of forcefully displaced persons and other refugees;
- iv. the continuing possibility of epidemiological and pandemic shocks associated with the medium-to-long-term impacts of COVID-19; and
- v. setbacks to national plans for institutional development.

The internal risks and threats to achieving the outcomes of the DWCP (2021–25) derive mainly from:

- i. weak labour market institutions;
- ii. inadequate Government funding of the country priorities;
- iii. the limited capacity of the tripartite partners to effectively implement, monitor and evaluate the DWCP (2021–25) outcomes;
- iv. a lack of trust and confidence amongst the tripartite and bipartite partners; and
- v. the lack of a reliable and easily accessible labour market to support policy implementation and decision-making.

The DWCP (2021–25) has been designed to address and mitigate – and where possible prevent – the effects of these risks. The main risk-mitigation strategies to are to raise awareness of the benefits of the programme, and to strengthen collaboration and partnership among the tripartite-plus partners. This will increase their ability to adapt and mainstream risk-informed approaches to its implementation as a result of joint monitoring, early warning, mitigation and response to ongoing and emerging risks. Coordinated efforts will also be made to promote the collection, analysis, dissemination and sharing of labour market data and information.

It will be necessary to intensify constituents' advocacy and outreach with a view to raising awareness and persuading the tripartite-plus partners of the need to build institutions, promote respect for fundamental principles and rights at work, and embrace open and honest communication and engagement amongst partners. The tripartite partners will need to engage more frequently with the Government and ensure that Government spending to create jobs and uphold the four pillars of social protection is integrated into the Government's post-COVID-19 economic recovery agenda. The partners will also need



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to approach new partners with evidence-based proposals to raise more resources for implementation of the Programme.

The institutional framework for implementing, monitoring, evaluating and reporting on DWCP (2021–25) outcomes will be strengthened by prioritizing national and institutional programming. A number of organs will be established to support implementation of the Programme. A National DWCP Steering Committee (NSC)⁴⁶ will be established to plan and direct the Programme’s implementation, monitoring, evaluation and reporting. The NSC will be supported by a National Technical Committee (NTC),⁴⁷ which will act as secretariat to the DWCP (2021–25).

⁴⁶ The terms of reference of the National Steering Committee can be found in Table A3 of the Appendix.

⁴⁷ The NTC will consist of selected technical personnel drawn from NSC members, with equal gender representation. The terms of Reference of the NTC and its operational and reporting structure will be developed by the NSC.





Management, implementation, monitoring and evaluation

4.1 Implementation, management and oversight

Overall management of the DWCP (2021–25) is the responsibility of the gender-sensitive National Steering Committee (NSC), which will oversee its implementation, monitoring, reporting and evaluation. The NSC will also provide policy guidance and undertake resource-mobilization, lobbying, advocacy and communication activities. Day-to-day implementation of the Programme will be based on an Implementation Monitoring Plan (see Annex 1), planned, directed and tracked by the NSC. The NSC will be responsible for promoting and popularizing the Programme vis-a-vis the Government, ministries, departments and agencies (MDAs), employers' and workers' organizations, and other state and non-state actors.

The NSC will also be responsible for providing policy guidance to the ILO Office and the implementing partners so as to ensure that the DWCP (2021–25) remains aligned with national priorities. It will ensure that the Programme's priorities and goals are integrated with other national efforts; monitor implementation of the Programme on a regular basis; encourage the active participation of all key stakeholders; advise on any adjustments to areas of work in support of the Programme outcomes; and periodically review and evaluate Programme activities and their impact on the country. The NTC will act as secretariat to the DWCP (2021–25). Both the NTC and the NSC will draw technical and logistical support from the ILO, the UNCT and the tripartite-plus partners, and will be housed at the MoLSA. In constituting both the NTC and NSC, gender equality and expertise on gender-related matters are of vital importance.

Prior to implementation, a gender-sensitive training needs assessment will be conducted to identify existing expertise or the lack of it among the tripartite partners and their constituents. If necessary, a skills training programme will be developed and implemented. It will be important to ensure that expertise on gender mainstreaming and equality is effectively incorporated into the design and implementation of the Programme. This is crucial to ensure that the Programme's decision-making organs, and the structures responsible for its implementation, management and oversight, include gender experts who can ensure that the gender-responsive results of the Programme are realized and sustained.

4.2 Monitoring, reporting and evaluation

Monitoring and evaluation of the DWCP (2021–25) will focus on measuring the Programme's outcomes and impact, as well as measuring its implementation against targeted results. Monitoring will be based on the DWCP Results Monitoring Plan (see Annex 2). Joint field monitoring visits will be conducted regularly by the MoLSA, the CETU, the CEEF and the ILO. The NTC, with the support of the NSC, will ensure that the teams undertaking monitoring, reporting and evaluation include gender experts and/or academics, and women's rights advocates or representatives from the Ministry of Women, Children and Youth (MoWCY), to ensure that the gender-responsive aspects of the Programme are effectively integrated and mainstreamed. The Results Monitoring Plan (see Annex 2) will be the main tool for the joint collection of field-level qualitative and quantitative information regarding the Programme's results, processes and activities. An Annual Progress Report (APR) will be produced by the NTC and submitted to the NSC to communicate the ongoing results of the Programme.

The DWCP (2021–25) will be evaluated at three levels. An annual evaluation will be carried out by the NTC, and the resulting report submitted to the NSC for discussion and guidance. The evaluation will be based on the Results Matrix set forth in Table A2 of the Appendix. A mid-term evaluation will be conducted at the end of 2023, and a final evaluation at the end of 2025, to assess the relevance, efficiency, effectiveness, impact and sustainability of the Programme interventions. The mid-term and final evaluations will draw on the results of the annual evaluation reports, and other baseline surveys or assessments, as needed. Both evaluations will be made by an independent external evaluator. The Programme may also be subject to independent evaluation by the ILO.



4.3 Funding plan

It is envisaged that funding for the DWCP (2021–25) will come via a number of different channels. The core funding is expected to come from the Government as part of the budgetary provisions financing measures to achieve the relevant HGER, *Digital Ethiopia 2025* and the Ten-Year Perspective Plan (2021–30), UNSDCF (2020–25) and SDG targets. Other funding will come from the social partners, the private sector and international financial institutions (IFIs) whose programmes and funding areas are aligned with specific DWCP priorities and outcomes. A third line of funding is expected from the ILO, directed at achieving specific Programme outcomes that fall within the framework of the ILO's Programme and Budget for the Biennium 2020-21 and its Programme and Budget Proposals for 2022–23. Additional ILO funding is also expected, as the ILO plays its role of promoting policy coherence on decent work priorities. Funding is also envisaged from other UN organizations in implementation of UNSDCF (2020–25) priority areas and outcomes, and from international and regional financial institutions (including the World Bank and the African Development Bank) and development partners.

In partnership with the ILO and the UNCT, efforts will be made to identify and approach new partners to fund specific DWCP (2021–25) outcomes. The ILO and its constituent partners will also develop mechanisms to attract co-funding and in-kind contributions for specific Programme outcomes. Deliberate efforts will be made to maximize synergies in the funding of the Programme by ensuring effective coordination amongst partners, limiting duplication in financing and/or activity implementation, and aligning tripartite partners' strategic and operational plans with the Programme outcomes and targets.

4.4 Advocacy and communication plan

The MoLSA, the CETU, the CEEF and the ILO will partner with MDAs, private-sector players and other UN agencies to raise public awareness of the DWCP (2021–25), its priority areas and outcomes. The ILO and its constituent partners will invite communication focal points in government, the private sector and the UN system to include links to the Programme in their websites. The partners will also organize media briefings at the institutional and NSC levels to highlight the three pillars of the ILO Centenary Declaration for the Future of Work, pointing out links with the Programme's priority areas, outcomes and milestones, and Ethiopia's policy priorities.

Media houses and social-media platforms will be engaged to publicize and report on activities implemented within the framework of the DWCP (2021–25). The NSC will also keep track of international and local events staged to promote the concept of decent work, organize activities relating to Programme outcomes, and develop and disseminate policy and advocacy messages that resonate with new developments and specific Programme outcomes. The NSC, in consultation with the tripartite-plus partners, will organize annual events to launch and publicize the monitoring and evaluation (M&E) reports on DWCP (2021–25) implementation.



Appendix

► Table A1: Alignment of the DWCP (2021–25) with national, regional and global development frameworks						
DWCP (2021–25) priorities	Home-grown Economic Reform Program priorities	Ten-Year Perspective Development Plan (2021–30) priorities	MoLSA (2021–30) priorities	African Union Commission Agenda 2063/48	UNSDCF (2020–25) priorities	Priority Sustainable Development Goals
People	<p>Create decent jobs</p> <p>Sustain rapid and inclusive economic growth</p> <p>Build a resilient and diversified middle-income-level economy</p> <p>Raise agricultural productivity and incomes of small-scale farmers</p> <p>Intensify diversification, technological upgrading, and innovation</p> <p>Promote inclusive and sustainable industrialization</p> <p>Promote an inclusive digital economy</p> <p>Build a modern emerging-market-level economic policy and institutional framework</p> <p>Build an efficient, resilient and well-functioning financial-market system that provides affordable access to finance for investors and consumers</p>	<p>Quality economic growth</p> <p>Productivity and competitiveness</p> <p>Institutional transformation</p> <p>Equitable participation of women and youth</p>	<p>Promotion and strengthening of the social-protection system</p> <p>Improving the inclusiveness and accessibility of the social-protection system</p> <p>Expanding social security coverage in the private sector</p> <p>Promotion of employment services</p>	<p>Goal 1: A high standard of living, quality of life and well-being for all citizens</p> <p>Goal 2: Well-educated citizens and skills revolution underpinned by science, technology and innovation</p> <p>Goal 4: Transformed economies</p> <p>Goal 17: Full gender equality in all spheres of life</p> <p>Goal 18: Engaged and empowered youth and children</p>	<p>Strategic priority 1: People</p> <p>Outcome 1: All people in Ethiopia enjoy the right and capability to realize their potential in equality and with dignity</p>	<p>SDG 1: Targets 1.2, 1.4</p> <p>SDG 4: Target 4.1</p> <p>SDG 5: Targets 5.1, 5.2, 5.4, 5.5</p> <p>SDG 8: Target 8.6</p>

⁴⁸ In this matrix, assessment of the alignment of the DWCP (2021–25) is focused on the First Ten-Year Implementation Plan (2014–23) of the African Union Commission Agenda 2063.

DWCP (2021–25) priorities	Home-grown Economic Reform Program priorities	Ten-Year Perspective Development Plan (2021–30) priorities	MoLSA (2021–30) priorities	African Union Commission Agenda 206348	UNSDCF (2020–25) priorities	Priority Sustainable Development Goals
Prosperity	<p>Create decent jobs</p> <p>Sustain rapid and inclusive economic growth</p> <p>Raise agricultural productivity and incomes of small-scale farmers</p> <p>Intensify diversification, technological upgrading, and innovation</p> <p>Promote inclusive and sustainable industrialization</p> <p>Promote an inclusive digital economy</p> <p>Build a modern emerging-market-level economic policy and institutional framework</p> <p>Build an efficient, resilient, and well-functioning financial-market system that provides affordable access to finance for investors and consumers</p> <p>Provide universal access to affordable health care</p>	<p>Quality economic growth</p> <p>Productivity and competitiveness</p> <p>Private-sector economic leadership</p>	<p>Improve sectoral implementation capacity</p> <p>Strengthen labour inspection services</p> <p>Promote occupational safety and health (OSH) in the workplace</p>	<p>Goal 1: A prosperous Africa based on inclusive growth and sustainable development</p> <p>Goal 5: Modern agriculture for increased productivity and production</p> <p>Goal 19: Africa as a major partner in global affairs and peaceful co-existence</p> <p>Goal 20: Africa takes full responsibility for financing her development goals</p>	<p>Strategic priority 3: Prosperity</p> <p>Outcome 3: All people in Ethiopia benefit from an inclusive, resilient and sustainable economy</p>	<p>SDG 1: Targets 1.2, 1.3, 1.4</p> <p>SDG 2: Target 2.3</p> <p>SDG 5: Target 5.4</p> <p>SDG 8: Target 8.6</p> <p>SDG 9: Targets 9.2, 9.3</p> <p>SDG 10: Targets 10.2, 10.4</p>

DWCP (2021–25) priorities	Home-grown Economic Reform Program priorities	Ten-Year Perspective Development Plan (2021–30) priorities	MoLSA (2021–30) priorities	African Union Commission Agenda 2063/48	UNSDCF (2020–25) priorities	Priority Sustainable Development Goals
Industrial relations, social dialogue and tripartism	Build a modern emerging-market-level economic policy and institutional framework	Institutional transformation Private-sector economic leadership Equitable participation of women and children Climate-resilient green economy	Improve labour relations, social dialogue and workplace cooperation Strengthen collaboration on multi-sectoral issues Ensure prevention based on law enforcement Achieve harmonious and sustainable industrial relations	Goal 11: Entrench democratic values, practices, universal principles of human rights, justice and the rule of law Goal 12: Capable institutions and transformative leadership in place Goal 17: Full gender equality in all spheres of life	Strategic priority 1: People Outcome 1: All people in Ethiopia enjoy the right and capability to realize their potential in equality and with dignity Strategic priority 3: Prosperity Outcome 3: All people in Ethiopia benefit from an inclusive, resilient and sustainable economy	SDG 16: Targets 16.2, 16.3, 16.7, 16.10, 16.b SDG 17: Targets 17.9, 17.14, 17.16

Table A2 presents the DWCP (2021–25) Results Matrix, which builds on the United Nations Cooperation Framework for Ethiopia (2020–25) and fully reflects the priorities of the ILO tripartite constituents. The elements copied verbatim from the Cooperation Framework are in the shaded cells, while the elements that have been adapted or are specific to the DWCP (2021–25) are in cells with no shading.

► **Table A2: DWCP (2021–2025) Results Matrix**

Country Priority 1: People					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
Outcome 1: All people in Ethiopia enjoy the rights and capabilities to realize their potential in equality and with dignity	Proportion of population below the international and national poverty line/ Multi-dimensional Poverty Index, by sex, age, employment status and geographical location (urban/ rural)	Proportion of population in multidimensional poverty: 83.5% (2018) Children 0-17: 29.4%	Proportion of population in multidimensional poverty: 75% Children 0-17: 26.6%	PDC, CSA, HDR, UNICEF Child poverty (monetary) analysis, DTM	National multidimensional poverty index will be developed and adopted; income generation and asset accumulation enhanced; equitable access to education, health and other services improved

Country Priority 1: People					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
<i>Output 1.1:</i> Young people, especially those left behind in education and employment, are equipped with the knowledge and skills required to access decent jobs and participate in civic life	Proportion of unemployed youth disaggregated by sex (aged 15-29 years)	Total: 20.7% Male: 14.0% Female: 27.4%	TBC	CSA	Demand-driven training by TVET and universities
	Proportion of unskilled youth disaggregated by sex (aged 15-29 years)	TBC	TBC	CSA	
	Proportion of skills needs matching and anticipation in the labour market	N/A	TBC	MoLSA, MoSHE, MiNT	
	Proportion of youth with information and communications technology (ICT) skills, by type of skill	TBC	TBC	CSA, MoE, MoLSA	
	No. of youths trained for employment opportunity, by sex	-(2020)	Total: 100,000 Male: 50,000 Female: 50,000	JCC, EDC, MoTI, MoLSA, CETU, CEEF, ILO	
	No. of youths assessed and certified for vocational skills, by sex	-(2020)	Total: 250,000 Male: 125,000 Female: 125,000	JCC, EDC, MoTI, MoLSA, CETU, CEEF, ILO	
	No. of people who have participated/ are participating in vocational and higher education qualification measures	700 (2020)	4,000	JCC, EDC, MoTI, MoLSA, CETU, CEEF, ILO	

Country Priority 1: People					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
<i>Output 1.2: Policies, legislation, regulations and institutions strengthened to promote gender equity and non-discrimination in all spheres of work (Contributes to output 1.2 of the Cooperation Framework: Gender inequalities and violence reduced, rights and accountability mechanisms strengthened and opportunities for women and children enhanced).</i>	Proportion of seats held by women in national parliaments, regional councils	National: 38.8% Regional: 28%	National: 50% Regional: 50%	NEBE, MoWCY, HoPR	Sustained political will to adopt reforms to ensure gender equality and empowerment of women
	Proportion of recommendations of the 8th state report on CEDAW implemented	30%	90%	MoWCY, National State Report on CEDAW	
	Ratio of women and persons with disabilities (PWDs) who occupied senior positions at national and local public institutions	Women: 50% (2019) PWD: 0%	Women: Increase by 5% PWD: Increase by 2%	MoLSA, CSA, Civil Service Commission	Promising political will and continuous support to address gender and disability issues at all levels
	Proportion of women in managerial positions in public and private sector (total management)	27% (2013)	35%	MoWCY, MoLSA, CSA	Gender equality remains government priority for all development programmes
	No. of gender-responsive policies, legal, regulatory and institutional measures adopted at federal and regional levels to improve gender equality in workplaces	3 (2019)	6	JCC, EDC, MoTI, MoLSA, MoF	
	Proportion of cooperative associations promoting inclusive employment with a focus on PWDs, PLHIV, migrants and returnees	- (2020)	10%	EDC, MoTI, MoF, JCC, MoLSA	
	Gender wage gap	- (2020)	15%	MoLSA, CSA, Global Gender Gap Report	

Country Priority 1: People					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
<i>Output 1.3:</i> Displaced persons enabled to find safe, dignified and voluntary solutions to rebuild their lives in sustainable ways	No. of government policies, plans, laws, and regulatory environment related to forcibly displaced persons in place	2 (2020)	7	ARRA, MoP	Conducive environment for ARRA and MoP exists for smooth facilitation of policy development
<i>(Output 1.4 in the Cooperation Framework)</i>	No. of regions developing and implementing durable solutions for displaced persons jointly planned and implemented by government, UN, displaced persons and partners	1 (2020)	5	NDRMC, MoP	Relevant regional bureaus demonstrate willingness to take initiatives and find durable solutions
<i>Output 1.4:</i> Migrants and returnees enabled to improve their employability, access decent jobs and participate in the labour market	No. of returnees with a job, by sex	- (2020)	Total: 1,000 Male: 500 Female: 500	MoLSA	
	No. of migrant workers supported by diplomatic/legal services to recover unpaid wages, or provided with shelter/relief services, by sex	- (2020)	Total: 1,000 Male: 500 Female: 500	MoLSA	
	No. of regions with improved migrant registration system	- (2020)	4	JCC, MoLSA	
	No. of BLAs/ MoUs and written employment contracts drafted in line with ILO standards and guidelines	4 (2020)	6	MoLSA	
	Mechanism for tracking and monitoring implementation of BLAs established and operational	No (2020)	Yes	MoLSA, MoFA	

Country Priority 1: People					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
	Labour migration database strengthened and functional at the federal level	0 (2020)	1	MoLSA, CETU, CEEF, CSOs, ILO	Low turnover of federal experts who are trained and operationalize the migration database
	% increase in regular migration	- (2020)	30%	MoLSA	
	Revised and gender-responsive Overseas Employment Proclamation adopted	No (2020)	Yes	MoLSA	Cumbersome processes avoided by government and stakeholders
	No. of migrant workers reached through gender-responsive awareness-raising activities annually, by sex	- (2020)	Total: 1,000,000 Male: 500,000 Female: 500,000	MoLSA	
	No. of potential migrant workers benefitting from improved services provided by TVET, BOLSA and MICs annually, by sex	- (2020)	Total: 5,000 Male: 2,500 Female: 2,500	MoLSA, TVET, MICs	

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
Outcome 2: All people in Ethiopia benefit from an inclusive, resilient and sustainable economy	Human Development Index (value)	0.470 (2018)	0.5	UNDP, HDR, CSA	Conducive and stable political and macroeconomic, security environment in the country; GoE's commitment and will to adopt recommendations; Adequate and timely availability of resources; No natural disasters that divert attention to emergencies.

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
<i>Output 2.1:</i> Policies, regulations and institutions strengthened to create decent jobs and to promote equal access to finance for micro, small and medium enterprises, enabling them to invest in their productivity and competitiveness	Average income of small-scale agricultural producers, by sex	US\$ 510.38 (2015)	US\$ 1,000	FAO	
	Unemployment rate, by sex and geographical location (urban/rural)	Urban: 19.1% Female: 27% (2018)	Urban: 15% Female: 20%	ILOSTAT, JCC, MoF, PDC, MoLSA	
	No. of gender-responsive policies, legal, regulatory and institutional measures adopted at federal and regional levels to improve the enabling environment for MSMEs	3 (2019)	6	JCC, EDC, MoTI, MoLSA, MoF	Gender equality remains government priority for all development programmes
	Proportion of MSMEs accessing financial and non-financial services	30% (2018)	50%	JCC, EDC, MoTI, MoLSA, MoF, MiNT	
	Proportion of workplaces inspected to check compliance with core labour standards	18,727 (2019)	50,000	MoLSA and BoLSA administrative records	Compliance is a priority for MOLSA and BOLSA as a mean of creating decent employment and supporting economic growth
	Private Employment Agencies' Regulation enacted and implemented	No (2020)	Yes	EDC, JCC, MoTI, MoF, MoLSA	
	Labour Market Information System (LMIS) established and operational at the federal level	No (2020)	Yes	EDC, JCC, MoTI, MoF, MoLSA	
	No. of public employment centres established and operational, by region	- (2020)	20, at least one per region	JCC, MoLSA	

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
<i>Output 2.2:</i> Access to decent jobs, employment and livelihood opportunities in formal and informal sectors improved, particularly for youth and women	Proportion of non-agricultural employment in the rural areas	10% (2012)	20%	JCC	Non-agricultural jobs will be created and increased in rural areas
	Proportion of time spent on unpaid domestic and care work, by sex, age and location	Urban women: 10 hours Rural women: 12 hours	Urban women: 6 hours Rural women: 8 hours	CSA, MoWCY	CSA and MoWCY are ready to conduct time use survey on timely basis.
	Proportion of formal employment in total employment	13.5% (2019)	40%	CSA	
	Proportion of women in formal employment	41.4% (2019)	50%	MoLSA, CETU, CEEF, BoLSA	
	Proportion of part-time workers, by sex	Total: 53.8% Male: 42.9% Female: 66.5% (2013)	Total: 20% Male: 22.9% Female: 46.5%	MoLSA	
	Proportion of women own-account workers	34.3% (2014)	20%	ILOSTAT	
	Proportion of women contributing family workers	14.7% (2016)	5%	ILOSTAT	
	Proportion of workers in informal employment in non-agriculture employment, by sex	Total: 26% Male: 18% Female: 37% (2013)	Total: 15% Male: 15% Female: 25%	MoLSA, CETU, CEEF, BoLSA, ILO	
<i>Output 2.3:</i> Access to innovation, new technology and finance is increased, fostering an inclusive and diversified green economy	Business Competitiveness Index (BCI)	Ranked 126th out of 141 countries (2019)	Ranked 100th out of 141 or more countries	MiNT, MoTI, MoF, EDC; World Economic Forum-BCI	Government and development partners will continue supporting innovations and new technologies
	Proportion of employment by sector	Agriculture: 83% Manufacturing: 4% Services: 12% (2019)	Agriculture: 80% Manufacturing: 7% Services: 13%	MiNT, MoTI, JCC, PDC, MoF	

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
	No. of policies, regulations, strategic documents and implementation manuals adopted at federal, regional and city levels to improve urban planning and governance as well as service delivery	2	5	MoUDC, PDC, city administrations	
	No. of enterprises implementing cleaner/lean production programmes, by sector	- (2020)	Total: 100 Formal: 70 Informal: 30	JCC, EDC, MoTI, MoLSA, CETU, CEEF, ILO	
<i>Output 2.4:</i> Social protection programmes and systems strengthened to enhance resilience of the most vulnerable people	Proportion of population covered by social protection floors/ systems, by sex, distinguishing children, unemployed persons, older persons, persons with disabilities, work injury victims	11.6% of total population 13% (6 million children)	18% of total population 29% (15.1 million children)	MoLSA, MoWCY, NDRMC, MoH	Government will strengthen coverage of social protection, with focus on the most vulnerable people
	No. of new social protection schemes introduced and strengthened	0 (2020)	2	MoLSA, WoWCY	
	No. of people directly assisted by social assistance programmes	9 million (2020)	9 million	MoLSA	
	Proportion of social protection livelihood beneficiaries graduating	3% (2020)	10%	MoLSA, MoWCY, UJCFSA	

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
	Proportion of total government spending on social protection	1.4 % of GDP (excluding humanitarian relief)	1.7 % of GDP (excluding humanitarian relief)	MoLSA, MoF, OECD	
		3.4% of GDP (including humanitarian Relief)	3.5% of GDP (including humanitarian Relief)		
	Proportion of persons above retirement age receiving pension	15% (2016)	30%	ILOSTAT	
	Proportion of vulnerable persons covered by social assistance	8% (2016)	20%	ILOSTAT	
	No. of returnees supported through cash transfers annually, by sex	Total: 806 Male: - Female:- (2020)	Total: 2,000 Male: 1,000 Female: 1,000	MoLSA	
<i>Output 2.5:</i> Productivity in formal and informal sectors increased, leading to sustainable enterprises, creation of productive and durable jobs, and entrepreneurship opportunities, particularly for youth, women and returnees	Annual growth rate of output per worker	4.9% (2019)	10%	MiNT, MoTI, MoF, EDC; ILO-ILOSTAT	Peace and stability will not deteriorate to a level that affects job creation and entrepreneurship opportunities
	No. of formal and informal enterprises and organizations improving productivity and implementing WBL programmes	- (2020)	Total: 100 Formal: 70 Informal: 30	MiNT, MoTI, MoF, EDC, MoLSA, CETU, CEEF	
	No. of regions and administrative cities with effective interventions to support productivity, entrepreneurship, innovation and enterprise sustainability	- (2020)	Total: 12 Administrative cities: 2 Regions: 10	JCC, EDC, MoTI, MoLSA, CETU, CEEF, ILO	

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
	No. of regions and administrative cities with policies or measures to promote alignment of business practices with decent work priorities and a human-centred and gender-responsive approach to the future of work	- (2020)	Total: 12 Administrative cities: 2 Regions: 10	JCC, EDC, MoTI, MoLSA, CETU, CEEF, ILO	
<i>Output 2.6:</i> Policies, regulations and institutions strengthened to ensure occupational safety and health in workplaces and strengthen labour inspection, leading to increased productivity and improved working conditions	Coverage of OSH inspections and fire safety audits	OSH inspections: 0.31% Fire safety audits: 0.1% (2020)	OSH inspections: 1% Fire safety audits: 1%	MoLSA, BoLSA	Organizational and institutional capacity is strengthened to ensure sound labour inspection and higher productivity
	No. of occupational injuries, by type and sex	Non-fatal: 25,000 per 100,000 Fatal: 100 per 100,000 (2020)	Non-fatal: 18,000 per 100,000 Fatal: 44 per 100,000	MoLSA, BoLSA	
	A gender-responsive National Occupational Safety and Health Policy revised and implemented	No (2020)	Yes	MoLSA, BoLSA	
	OSH Information Management System established and operational at the federal level	No (2020)	Yes	MoLSA, CETU, CEEF, BoLSA, ILO	
	No. of organizations implementing HIV and AIDS Policy at Work, by sector	Total: 0 Formal: 0 Informal: 0 (2020)	Total: 1,500 Formal: 1,200 Informal: 300	MoLSA, CETU, CEEF, BoLSA, ILO	
<i>Output 2.7:</i> Policies, regulations and institutions in place to set and implement evidence-based minimum wage in Ethiopia	Minimum Wage Statute enacted and implemented	No (2020)	Yes	MoLSA, CETU, EEC, EIEC, ILO	Conducive environment for dialogue; political will exists

Country Priority 2: Prosperity					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
	Policy-oriented and evidence-based research conducted to support the setting, implementation and enforcement of minimum wages in Ethiopia	No (2020)	Yes	MoLSA, CETU, EEC, EIEC, ILO, JCC	

Country Priority 3: Industrial relations, social dialogue and tripartism (ILO's normative and standard setting role)					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
Outcome 3: All tripartite partners in Ethiopia and their constituents have increased engagement in industrial relations, social dialogue and tripartism	Proportion of workers covered by collective bargaining	9.8% (2013)	15%	MoLSA, CETU, CEEF, ILO	Promising political will on the part of all labour market actors and continuous support for social dialogue and tripartism
	Trade- union density	9.6% (2013)	15%	MoLSA, CETU, CEEF, ILO	
Output 3.1: Government capacity increased at national and sub-national level to improve the performance of institutions responsible for promoting social dialogue and tripartism	No. of TABs, LABs, LRBs, JICCs and Labour Courts reactivated and operational at federal and regional levels	Total: 0 Federal: 0 Regional: 0 (2020)	Total: 15 Federal: 5 Regional: 10	MoLSA, CETU, CEEF, ILO	Willingness on the part of relevant institutions and stakeholders, and capacity available
	No. of Labour Court Registries automated at federal and regional levels	Total: 0 Federal: 0 Regional: 0 (2020)	Total: 12 Federal: 7 Regional: 5	MoLSA	
	No. of trade disputes resolved through ADR at federal and regional levels	Total: 0 Federal: 0 Regional: 0 (2020)	Total: 100 Federal: 70 Regional: 30	MoLSA, CETU, CEEF, ILO	
	No. of gender-responsive labour administration audits conducted at federal and regional levels	Total: - Federal: - Regions: - (2020)	Total: 10,000 Federal: 5,000 Regions: 5,000	MoLSA, CETU, CEEF, ILO	

Country Priority 3: Industrial relations, social dialogue and tripartism (<i>ILO's normative and standard setting role</i>)						
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement	
<i>Output 3.2:</i> Policies, regulations and institutions strengthened to promote and ensure compliance with fundamental principles and rights at work, leading to industrial harmony, enhanced organizational productivity and competitiveness	Revised gender-responsive National Action Plan on Elimination of Worst Forms of Child Labour in Ethiopia implemented	No (2020)	Yes	MoLSA, CETU, CEEF, ILO		
	Development and implementation of National Plan of Action against Trafficking in Persons and Smuggling of Migrants is supported	No (2020)	Yes	MOLSA, CETU, CEEF, ILO		
	No. of women workers provided with skills training on how to seek and claim their rights, with sensitization sessions for male leaders and gender equality champions, by location (urban/ rural)	Total: 0 Urban: 0 Rural: 0 (2020)	Total: 100,000 Urban: 50,000 Rural: 50,000		MoLSA, CETU, EEC, EIEC, ILO	
	Violence and Harassment Convention, 2019 (No. 190) ratified and domesticated	No (2020)	Yes	MoLSA, CETU, EEC, EIEC, ILO		

Country Priority 3: Industrial relations, social dialogue and tripartism (ILO's normative and standard setting role)

Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
Outcome 4: All workers, employers and their representative organizations in Ethiopia advance the enjoyment of fundamental principles and rights at work	No. of work/firms inspected to check compliance with core labour standards	18,727 (2019)	50,000	MoLSA, CETU, CEEF	The Government of Ethiopia upholds the key tenets of industrial democracy and tripartism, subscribes to and respects the right to freedom of association, collective bargaining and other fundamental principles and rights at work. Equally, workers, employers and their representative organizations promote industrial democracy and social dialogue
	No. of industrial disputes reported	- (2020)	Reduced by 20%	MoLSA, CETU, CEEF, CSOs, ILO	
Output 4.1: International Labour Standards ratified, domesticated and enforced	No. of ILO Conventions prioritized for ratification	0 (2020)	9	MoLSA, CETU, CEEF, CSOs, ILO	
	No. of International Labour Standards ratified	0 (2020)	3	Duly signed Ratification Instrument	
	Percentage of reports on the application of ratified Conventions due by 1 September submitted in a timely manner that include replies to comments of the supervisory body	- (2020)	100%	MoLSA	
	No. of questionnaires responded to on proposed new Conventions and Recommendations	0 (2020)	All as requested	MoLSA	

Country Priority 3: Industrial relations, social dialogue and tripartism (<i>ILO's normative and standard setting role</i>)					
Results	Performance indicators (disaggregated)	Baseline (year)	Target (2025)	Source/ MoV	Assumption statement
<i>Output 4.2:</i> Increased institutional capabilities of employer and business membership organizations (EBMOs) and workers' organizations to influence policymaking and engage in inclusive social dialogue	No. of EBMOs with improved and gender-responsive governance systems, strategies to widen representation and/or enhanced service provision	0 (2020)	100	MoLSA, CEEF, ILO	Socio-political environment and laws allow unionization of the sector. Government authorities are willing to take measures to identify and address anti-union discrimination and unfair labour practices
	No. of EBMOs that produce analyses on the changing business environment and conduct advocacy activities to influence policymaking	0 (2020)	100	MoLSA, CEEF, ILO	
	No. of trade unions with innovative and gender-responsive strategies to attract new groups of workers and/or improve their services	- (2020)	500	MoLSA, CETU, ILO	
	No. of trade unions that produce gender-responsive proposals to be considered in social dialogue mechanisms for policymaking	- (2020)	100	MoLSA, CETU, ILO	
	No. of EBMOs and trade unions with improved policies or practices to promote gender-responsive collective bargaining and/or workplace cooperation	- (2020)	200	MoLSA, CETU, CEEF, ILO	

► Table A3: Terms of Reference of the DWCP Tripartite Steering Committee**Fourth Decent Work Country Programme for Ethiopia, (2021–25)****Background**

The Decent Work Country Programme (DWCP) for Ethiopia, 2021–25, is a programming framework developed through a series of consultations with the tripartite constituents. It contains a strategy of interventions for the reference period. Within the overarching objective of promoting decent work for all, the fourth DWCP will concentrate on the following Country Priorities for the period 2021-2025:

1. People,
2. Prosperity,
3. Industrial relations, social dialogue and tripartism.

To realize the objectives of the DWCP (2021-2025), the MoLSA and the social partners have set up a National Steering Committee (NSC) and the Technical Working Group .

A. Composition and membership:

The National Steering Committee for the Decent Work Country Programme (hereafter called the “Steering Committee”) shall be composed of seven persons (at least 35% of whom are women) nominated as follows: MoLSA (2), CEEF (2), CETU (2) and ILO (1). Gender equality and relevant expertise will be a prime consideration in nominating members of the NSC.

B. Roles and responsibilities:

1. Promote the Decent Work Country Programme (DWCP) vis-a-vis government ministers, members of parliament, government departments, agencies and institutions, members of employers’ and workers’ organizations, other stakeholders and the public at large, in order to create greater awareness, understanding and visibility and to ensure that the Programme’s impact is as wide-ranging as possible;
2. Provide policy guidance to the ILO Office and the implementing partners in order to ensure that the DWCP remains aligned with national priorities;
3. Ensure that the priorities and goals set out in the DWCP are integrated with other national efforts, such as the Home-grown Economic Reform Programme, the Ten-Year Perspective Plan, the United Nations Sustainable Development Cooperation Framework and other programmatic activities implemented by the partners;
4. Regularly monitor the implementation of the DWCP as per the monitoring plan and accompanying results and monitoring framework;
5. Ensure the active participation of all stakeholders;
6. Advise on any adjustments to areas of work in support of the outcomes;
7. Periodically review and evaluate activities and their impact on the country.

C. Frequency of meetings

The Steering Committee shall meet on a regular basis, at least once every quarter (March, June, September and November). The MoLSA may convene meetings of the Steering Committee on an ad hoc basis to address issues of major concern at the request of a majority of the members of the Committee.

► **Table A4: Terms of Reference for DWCP National Technical Committee**

Fourth Decent Work Country Programme for Ethiopia, (2021–25)

Background

The Decent Work Country Programme (DWCP) for Ethiopia, 2021–25, is a programming framework developed through a series of consultations with the tripartite constituents. It contains a strategy of interventions planned for the reference period. Within the overarching objective of promoting decent work for all, the fourth DWCP will concentrate on the following Country Priorities for the period 2021–25:

1. People,
2. Prosperity,
3. Industrial relations, social dialogue and tripartism.

To realize the objectives of the DWCP (2021–25), the MoLSA and the social partners have set-up National Technical Committees (NTCs).

A. Composition and membership:

The National Technical Committees for the Decent Work Country Programme (hereafter called the “Technical Committees”) shall be composed of heads of directorates and departments of the Ministry of Labour and Social Affairs (MoLSA) and the Confederation of Ethiopian Employers Federations (CEEFF) and the Confederation of Ethiopian Trade Unions (CETU). As agreed in the February 2021 meeting with MoLSA officials, there will be two Technical Committees, one concerned with labour issues, the other with social issues. Two officials from each directorate or department (at least 35% of whom are women) will be nominated from the MoLSA, the CEEFF and the CETU. One ILO official will attend each of the Technical Committee meetings. Gender equality, taking into account relevant expertise, will be a prime consideration in nominating NTC members.

B. Roles and responsibilities:

1. Coordinate the planning and implementation of projects and programmes on a quarterly basis;
2. Review progress, challenges and opportunities in the implementation of the previous quarter’s work plan;
3. Review and approve work plans for the following quarter;
4. Regularly monitor the implementation of the DWCP;
5. Provide technical input for the implementation of projects and programmes;
6. Prepare biannual reports on the implementation of the DWCP and conduct a mid-term review.

C. Frequency of meetings

The National Technical Committees shall meet on a quarterly basis. The assigned directors of the MoLSA shall convene the meetings and the ILO shall provide secretarial support.

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