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Assessment of the capacity of selected technical and vocational training providers in Ethiopia

International Labour Organization (ILO)



► **Assessment of the capacity of selected technical and vocational training providers in Ethiopia**

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International Labour Organization (ILO)

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Assessment of the capacity of selected technical and vocational training providers to deliver on-demand skills programmes to potential migrants and returnees in Ethiopia

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Foreword

Ethiopia is the second-most populous country in Africa and the 12th globally, with an estimated population of around 112 million. According to UNDESA's 2019 *World Population Prospects Report*, Ethiopia is a predominantly young population, with roughly 40.3 per cent of its population below the age of 15, and 56.1 per cent of working age (15–64). Ethiopia has recorded double-digit economic growth for the past decade, but this growth has not been job rich. Just like many other countries in Africa, Ethiopia is also experiencing a persistent gap between the skills needed in the labour market and those offered by the workforce.

Skills play a critical role in pushing forward global development and has a prominent place among the building blocks of the Sustainable Development Agenda. Further to being explicitly addressed in Sustainable Development Goal 4 on quality education, skills are a fundamental enabler of many of the other goals. Skills provided through education and underpinning the upskilling of the labour force through vocational training and lifelong learning are key to unlocking a country's economic growth potential, enabling decent work, increasing productivity, ending poverty, bridging inequalities, promoting industrialization and innovation, supporting a Just Transition towards an environmentally sustainable economy, and building a peaceful and inclusive society.

The Government of Ethiopia has prioritized enhancing the vocational and technical skills of its workforce and has invested heavily in developing Ethiopia's technical and vocational education capacity. Technical and Vocational Training (TVT) Centres are one of the prominent institutions to develop youth skills, enabling them to enter and compete in the labour market. Additionally, these Centres have been a key partner in providing vocational skills training to potential migrants, as well as returned migrants, to facilitate access to local as well as overseas employment.

The International Labour Office (ILO), in partnership with the Ministry of Labour and Skills, intend to strengthen the capacity of TVT institutions to facilitate a sustainable entry or reintegration to the labour market for youth, and potential and returned migrants.

The assessment found that approximately 2,361 TVT providers operate in Ethiopia (97 polytechnics, 898 colleges, 289 institutions, and 1,077 short-term training centres). The majority of these (1,579) are private, focusing on short-term training. There are 733 public TVT providers, while NGOs manage the remaining 49. Unfortunately, most TVT providers lack the necessary infrastructure, facilities, tools, equipment, and consumables for delivering training. The available machinery and buildings are outdated and no longer meet industry requirements.

The assessment highlighted the importance of developing TVT providers' capacities to provide inclusive and demand-led skills development programs; deliver pedagogical and core skills training for trainers; provide equipment and training materials; support TVT providers in using digital technology to encourage learner-centred training; and support entrepreneurship and business support development initiatives.

I am confident that this assessment will guide and inform key stakeholders in the development and implementation of relevant capacity-building initiatives for TVT providers that will ensure sustainable entry or reintegration into the labour market for youth, potential and returned migrants.

In conclusion, I would like to express my appreciation to the Foreign Commonwealth Development Office of the United Kingdom for funding the ILO's Better Regional Migration Management Project, under which this assessment was produced.

Alexio Musindo

Director

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Somalia, Sudan and South Sudan &
Special Representative to the
African Union and the United Nations
Economic Commission for Africa

Executive summary

This capacity assessment aims to inform viable capacity-building strategies to facilitate the sustainable reintegration of returnee migrants in Addis Ababa, Amhara, and Oromia. The aim is to strengthen the capacity of the country to govern labour migration by using evidence-based policies, enhancing migrant workers' qualifications and skills, and actively engaging the social partners for improved development outcomes. This assessment aims to measure the capacity of TVT providers in Addis Ababa, Amhara, and Oromia in terms of skills provision, responsiveness to market needs, skills anticipation, skills certification, and recognition, quality assurance training delivery, and accessibility for disadvantaged and vulnerable groups.

The study engaged with the four different types of TVT providers present in Addis Ababa, Amhara, and Oromia: polytechnics, colleges, institutions, and short-term training centres run by public, private, and non-governmental organizations (NGOs). The study was conducted through interviews with TVT sector leaders, directors of TVT institutions, returnee migrants, former and current trainees, government officials concerned with labour and skills and other stakeholders. Surveys were sent to TVT providers and a desk review was also carried out to assess the capacity of TVT providers.

The TVT sector has recently been restructured and is now part of the Ministry of Labour and Skills. There are 2,361 TVT providers in Ethiopia: 97 polytechnics, 898 colleges, 289 institutions, and 1,077 short-term training centres. The majority of these TVT providers are private, with 1,579 focusing on short-term training. The public TVT providers number 733, while the remaining 49 are NGOs. In Addis Ababa, there are six polytechnics, 101 colleges, seven institutions, and 525 short-term training centres, of which 14 are run by public providers, 615 by private organizations, and ten by NGOs. In Amhara Region, there are 23 polytechnics, 169 colleges, and 294 short-term training centres, of which 113 are public, 372 private, and one run by an NGO. Oromia Region has 36 polytechnics, 323 colleges, 228 institutions, and 138 short-term training centres, of which 434 are public, 285 private, and six non-profit organizations.

For their regular programmes, the average enrolment capacity, in terms of students per year of these TVT providers in Addis Ababa and the Amhara and Oromia regions, is more than 1,000 in the case of polytechnics, 500 for colleges and 1,000 for institutions. For extension programmes, their enrolment capacities are more than 900 in the case of polytechnics, 250 for colleges and 500 for the institution. The capacity of short-term training centres is high: some providers indicated that they plan to enroll up to 15,000 short-term training participants per year.

There is at least one polytechnic in the Amhara and Oromia regions in each zonal administration. The polytechnics have greater capacity and more experience than colleges, institutions, and short-term providers. Most TVT providers are willing to provide short-term training for returnee migrants. Public TVT providers deliver short-term training to the unemployed and vulnerable groups as part of their mandate. The majority of TVT providers believe they can provide training programmes tailored to the needs of returnee migrants. They have enough trainers but need training of trainers (ToT) input to cover entrepreneurship, updated technical skills, pedagogical skills and digital technology.

The curricula or training programmes, learning methods, assessment strategies, quality of provision, and context of practical training are similar in all TVT providers across the regions. They have the capacity to design and deliver demand-led, inclusive, and flexible training programmes; however, they must get approval from the TVET bureau. TVT providers also lack the initiative to train returnee migrants unless they receive proposals or requests from the Government or NGOs.

The study highlighted a significant gap between facilities in terms of machinery, buildings, and equipment, as well as training materials. Most TVT providers lack the necessary infrastructure, facilities, tools, equipment, and consumables for effective training delivery. Even the available machinery and infrastructure are outdated and do not meet current industry requirements. The ongoing conflict in Ethiopia has badly damaged the available infrastructure in the northern and eastern parts of Amhara where most returnee migrants live.

To facilitate the sustainable reintegration of returnee migrants, TVT providers need to develop their capacities in core-skills training, pedagogical skills, soft skills, digital technology, entrepreneurship, and business support development.

Acronyms

▶ ANRS	Amhara National Regional State
▶ BDS	Business development support
▶ COC	Certificate of competence
▶ ESC	Ministry of Education, Education Strategy Centre
▶ ETA	Education and Training Authority
▶ ETQF	Ethiopian TVET Qualification Framework
▶ FGD	Focus group discussion
▶ GTP-II	Ethiopian Growth and Transformational Plan II
▶ HERQA	Higher Education Relevance and Quality Agency
▶ ILO	International Labour Organization
▶ IOM	International Organization for Migration
▶ KII	Key informant interview/interviewee
▶ KSA	Kingdom of Saudi Arabia
▶ MOE	Ministry of Education
▶ MoPD	Ministry of Planning and Development – Ethiopia
▶ MoSHE	Ministry of Science and Higher Education
▶ OS	Occupational standard
▶ QA	Quality assurance
▶ REF	Research and Evidence Facility Consortium
▶ ToT	Training of trainers
▶ TVED	Technical vocational and enterprise development
▶ TVET	Technical and vocational education and training
▶ TVT	Technical and vocational training

1. Introduction and background of the study

Since 2017, Ethiopian migrants have been returned from the Kingdom of Saudi Arabia as part of that country's campaign targeting irregular migrants. In April 2020, returns were suspended due to the COVID-19 pandemic. Returns resumed in September 2020, stabilized at 1,000 returns per week in January 2021, and increased to over 2,000 returnees daily because of an agreement between the two Governments in June 2021. It is estimated that about 750,000 Ethiopians currently reside in Saudi Arabia, with about 450,000 likely to have traveled to that country through irregular means and in need of help to return home. Over the last four years, the Saudi Government has returned nearly 352,000 Ethiopians back home (IOM 2022).

The ILO is supporting countries to reap the benefits of fair labour migration for all those involved. The ILO project, *Improved Labour Migration Governance*, in East Africa aims to strengthen the capacities of countries in East Africa to govern labour migration by using evidence-based policies, enhancing migrant workers' qualifications and skills, and actively engaging the social partners for improved development outcomes.

2. Objectives of the assessment

This study aims to **assess the capacity of technical and vocational training (TVT) providers** in Amhara, Oromia, and Addis Ababa to inform viable capacity-building strategies to promote the sustainable reintegration of returnee migrants in Ethiopia. The study includes all types of TVT providers: polytechnics, colleges, institutions, and short-term training centres run by public, private, and NGOs. It provides contextual analysis, an analysis of existing capacity and gaps, and some recommendations.

The general objective of the exercise is to assess the capacity of TVT providers in Amhara, Oromia, and Addis Ababa in terms of skills provision, responsiveness to market needs, skills anticipation, skills certification and recognition, quality assurance of training delivery, and accessibility for disadvantaged and vulnerable groups. The specific objectives of the assessment are to:

- ▶ draw up a profile of TVT providers in Amhara, Oromia, and Addis Ababa;
- ▶ map the available TVT providers in Amhara, Oromia, and Addis Ababa;
- ▶ identify the capacities, needs, and gaps in the delivery of TVT providers in Amhara, Oromia, and Addis Ababa in terms of skills provision, responsiveness to market needs, skills anticipation, skills certification and recognition, quality assurance of training delivery, and accessibility for disadvantaged and vulnerable groups;
- ▶ assess gaps in areas such as institutional capacity to design and deliver demand-led, inclusive and flexible training programmes and arrangements;
- ▶ assess capacity gaps in terms of facilities, tools, libraries, and materials to accommodate additional trainees;
- ▶ review TVT providers' existing mechanisms and programmes for integrating returnees; and
- ▶ make concrete recommendations to inform policy-level interventions that would enable TVT providers to facilitate the sustainable reintegration of returnee migrants.

3. Methodology and conceptual framework of the assessment

This study adopted a mixed research design involving both qualitative and quantitative approaches, drawing on primary and secondary data from TVT providers in Amhara, Oromia, and Addis Ababa to illustrate the existing situation and make practical recommendations. The primary target groups for this study were public, private, and NGO TVT providers located in Addis Ababa and the Amhara and Oromia regions represented by their directors or deputy directors. Other essential informants were the Ministry of Labour and Skills, the Federal TVET Agency, the TVET Agencies in Addis Ababa, Amhara and Oromia, and the occupational competency assessment and certification centres (COCs) in Addis Ababa, Amhara, and Oromia. In addition, we contacted TVT experts, TVT sector leaders, project/training programme coordinators, teachers/instructors, and other significant stakeholders. The study used key informant interviews (KIIs), questionnaires, focus group discussions (FGDs), and direct observation to gather primary data from target respondents. A desk review was also conducted to collect secondary data from relevant sources.

As shown in Table 1, there are four types of TVT providers in this study: Polytechnic, College, Institution, and Short-Term Training Centres. The classification is based on the TVT's capacity to deliver the training. Those who provide the training from level one to five are called Polytechnic, from one to four College, and level one and two Institution. Table 1 shows the demographics of the TVT providers who took part in the survey.

Table 1: TVT providers who participated in the survey

		Type of TVT provider				Total
		Polytechnic	College	Institution	Short-Term training centres	
Region	Addis Ababa	7	7	5	11	30
	Amhara	10	22	0	2	34
	Oromia	24	34	5	1	64
Total		41	63	10	14	128

Source: Own survey 2021.

The short-term training centres are established by business organizations, the industry, and NGOs that provide a specific competency to the participants. The enrolment requirement is more flexible for short-term centres, and the certificates are not used for an academic career. As presented in Table 1, 128 TVT providers completed the survey questionnaire, of which 41 were polytechnics, 63 colleges, ten institutions, and 14 short-term training centres. Three focus group discussions (FGDs) were conducted, involving participants from TVTs and stakeholders in Addis Ababa and Amhara. In addition, one FGD was conducted

with returnee migrants. Nine TVT providers were subject to observation. The mapping and capacity assessment was based on the dimensions shown in Figure 1.

Figure 1: TVT providers: Mapping and capacity-assessment dimensions

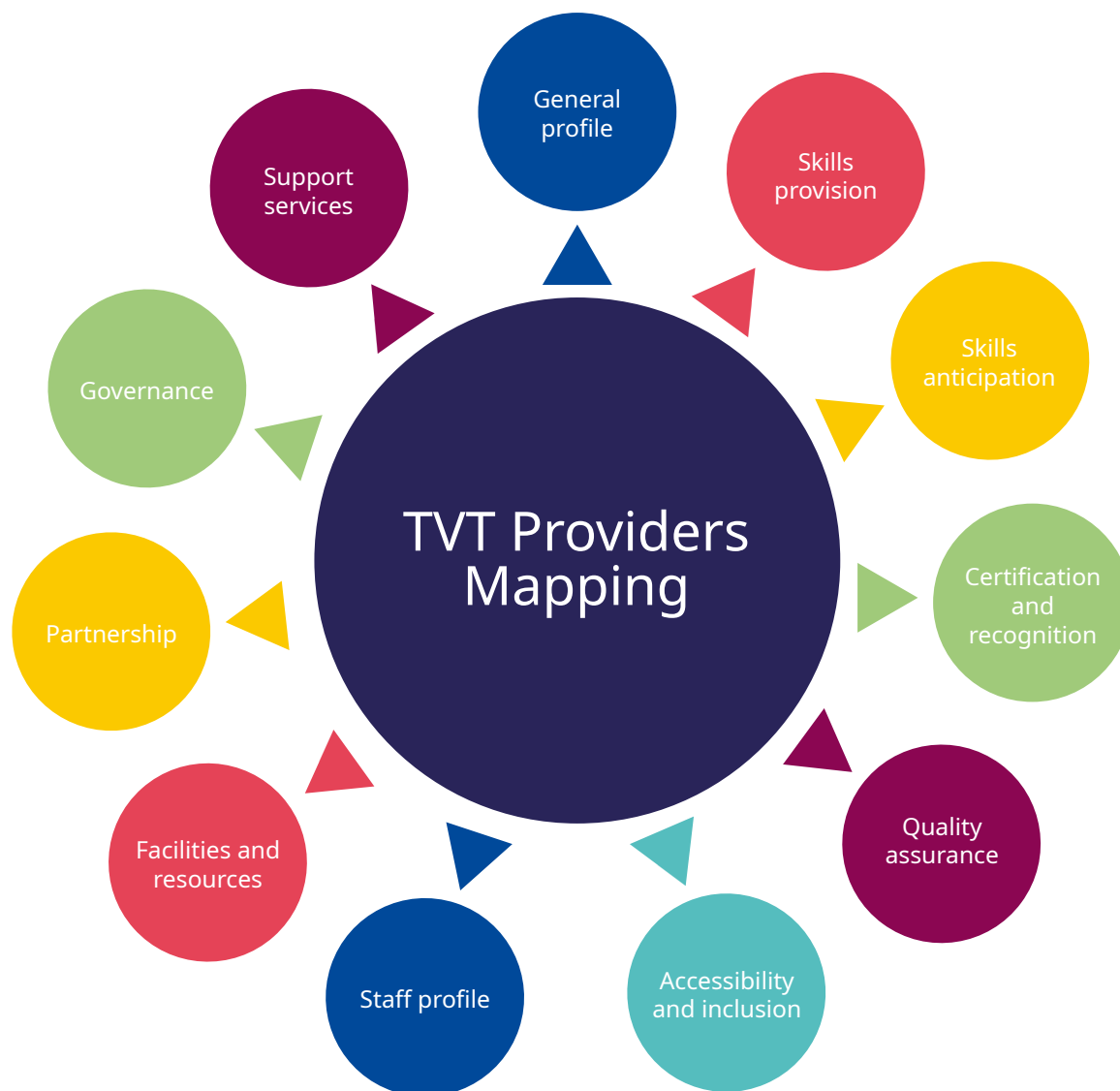


Table 2 gives more detailed information on the above dimensions.

Table 2: TVT providers: Description of mapping and capacity-assessment dimensions

Indicator	Description
General profile	The TVT provider's name, address, director's name, founding year, type, and form of ownership were all included in this section.
Skills provision	This dimension covered the training programme, teaching and learning methods, assessment strategies, quality of provision, the context of practical training, and delivery of core and entrepreneurial skills.

Indicator	Description
Market orientation & skills anticipation	This indicator measured how TVT providers assess the national labour market's current and emerging needs and their responsiveness in identifying and anticipating the core and core skills demanded by the market. The survey determined how the core and core skills required by the labour market are integrated into the TVT providers' training programmes. The assessment focused on how TVT providers re-align existing programmes and certification or phase-out programmes that no longer follow a clear market orientation based on current and emerging needs.
Skills certification, recognition & accreditation	This dimension was concerned with the roles of TVT providers and other stakeholders in skills certification, prior learning recognition, and accreditation. It examined their degree of credibility and recognition, the major challenges they face when providing certification, recognizing prior learning, and seeking accreditation.
Quality assurance of training delivery	The quality assurance indicator examined how frequently and routinely TVT providers conduct quality assurance exercises. The analysis identified the major obstacles and roadblocks to centres guaranteeing high-quality training programmes.
Accessibility & inclusion	This indicator measured the accessibility of TVT providers for disadvantaged and vulnerable groups. The study assessed how well TVT programmes promote gender equity. Finally, the major obstacles TVT providers and other stakeholders face in improving access for disadvantaged people are discussed.
Staff profile	This indicator was concerned with identifying trainer quality, the availability of administrative personnel, and any skills gaps of training staff. The analysis identified trainers' abilities to deliver high-quality training.
Facilities, resources, and use of technology	This dimension was concerned with the resources, technology, and facilities used to deliver training. The assessment considered whether the available resources, facilities, and technology could meet existing industry standards. In addition, the survey assessed information and communication (ICT) integration in TVT delivery.
Partnership	This indicator was used to assess how well TVT providers collaborate with the private and public sectors, society as a whole, and development partners. The assessment focused on the extent to which TVT providers are involved in partnerships to evaluate and align the national curriculum; facilitate employment and internship matching; bring in expertise; request in-kind or financial donations; propose new policy; promote student support; engage the community; create employment opportunities; select qualified students; ensure that staff are trained; assess the impact of TVT providers on the national economy; and promote quality industry connections.
Governance	This section looked at the TVT sector's overall governance, organizational structures, and strategies. The enabling environments were identified and reviewed, taking into account policy, strategy, priorities, the legal and regulatory framework, procedures, routines, knowledge management, and incentive systems. The study findings discuss the challenges and opportunities of the current governance structure as they relate to TVT providers' approaches to academic and administrative management.
Support services	This section was concerned with the assistance available to migrant returnees. The study examines learners' participation in job placement programmes, resumé/CV writing and interview skills training, networking, vocational guidance before training, counseling during training for people experiencing difficulties, and post-training support, including job search assistance, careers counseling and entrepreneurship support.

4. The TVT system in Ethiopia

TVT programmes provide valuable support in helping young people find employment and improve their career prospects. The government perceives TVT as a tool for producing self-reliant citizens who can contribute to the socio-economic and political transformation of the country (MoSHE 2020). TVT is an essential aspect of Ethiopia's national education system, introduced to support its economic development by encouraging workers to develop their skills in response to labour market demands. TVT comprises work-based learning, cooperative training, and classroom learning that can take place at secondary, post-secondary, and tertiary levels as part of lifelong learning.

Since the imperial period, various policies have been implemented to introduce the TVT system in Ethiopia. During the imperial period TVT was considered secondary education. At this time, the objective was to improve students' attitudes toward skilled and technical work, thus diverting some young people away from increasingly scarce white-collar jobs and encouraging them to stay in rural areas and contribute to the economy by working in the agricultural sector. In the 1970s, a few high schools were converted to comprehensive high schools, allowing students to receive academic and vocational education. In 1994, TVT was introduced in its current format and became a critical component of the educational ecosystem (MoE ESC 2018). Since then, the Government has promoted it as a way of transforming the lives of many young people. Ethiopia's 1994 Education and Training Policy is a significant milestone in recognizing TVT, the main aim of which is to produce a lower- and middle-level, competent, motivated, adaptable, and innovative workforce (MoSHE 2020).

In Ethiopia, formal TVT (called TVET at that time) is offered in the second cycle, in accordance with the 1994 Education and Training Policy (ETP), which has served for about three decades. The ETP was a significant milestone in the recognition of TVT (MoSHE 2020). Furthermore, the Policy stated that non-formal TVT would be provided to the unemployed, including young people who had not completed their education up to the 10th grade. The Government has committed significant financial and human resources to expand access to and improve the quality and relevance of formal and non-formal TVT programmes to be available in all *woredas*¹ across the country (MoE 1994). Large numbers of TVT institutions were set up to facilitate access, increasing from 16 to 334 (enrolment increased from around 3,400 to around 273,600) between 2000 to 2015. A comparable number of private-sector TVT institutions have also been established, though they predominantly train workers in the ICT, business, and health sectors. Access has therefore increased almost one thousandfold and a dramatic achievement. In all the regional states and city administrations, TVT institutions can offer training at all levels, from Level I to Level V (MoE ESC 2018).

¹ *Woreda* is the third level of administrative division, after zones and regional states]

The TVT strategy in 2002/2003 and a TVT law 2003/2004 were introduced in support of the sector. In August 2008, a new National TVET Strategy was adopted to replace the older version from 2002. The Strategy reflects a significant paradigm shift that places the quality and relevance of TVT as its priority. The strategy was developed with the involvement of a broad range of stakeholders from the private and public sectors and defines the major principles of the intended TVT development for the coming years. The main thrust of the Strategy is that TVT development relies on an outcome-based system and dedicated and trusting cooperation among stakeholders (MoE 2008). The strategy introduced occupational standards and an outcome-based curriculum to ensure quality and relevance. Although being in place for some time, the TVET strategy and its effectiveness has not been adequately determined (MoSHE 2020). The Ethiopian Growth and Transformational Plan II (GTP-II) goal for this sector has not yet achieved its targets as expected, especially in expanding TVET institutions. A common complaint from employers regarding the TVET system in Ethiopia is that graduates' skills are not fully aligned with labour market needs. In addition to other pertinent studies, the newly developed education and training roadmap suggests critically analyzing the existing TVET strategy and its implementation (MoSHE 2020).

In terms of legislation, the *Technical and Vocational Education and Training Proclamation, Number 954/2016* prevailed since 2016, using the term “technical and vocational education and training”. Based on the Ministry of Science and Higher Education mandate by Proclamation 1097/2018, a national TVET Policy and Strategy was developed to train the workforce to meet national and international standards for skilled labour and other objectives in November 2020 (MoSHE 2020).

4.1 The profile of Ethiopia's TVT providers

There are four types of TVT providers in Ethiopia, and the critical differences between them in terms of access, outreach, training curricula, certification levels, teachers/trainers, and training capacity are presented in Table 3 below.

Table 3: Dimensions of TVT according to type of training institution

Dimensions	Polytechnics	Colleges	Institutions	Training centres
certification level		1 to 4	1 and 2	certificate of participation
enrolment	based on Ministry of Education rules and regulations	based on Ministry of Education rules and regulations	based on Ministry of Education rules and regulations	those who meet the requirements of the training programme
access	for those who completed grades 10 and 12 and don't qualify for university programmes or passed level 4	for those who completed grades 10 and 12 and don't qualify for university programmes or passed level 2	for those who completed grades 10 and 12 and don't qualify for university programs	for those interested

Dimensions	Polytechnics	Colleges	Institutions	Training centres
outreach & training capacity	have a capacity of providing more than 5000 trainees while it depends on the labour market study They may cover one zonal administration while it depends on the performance of the region	have a capacity of providing more than 2000 trainees while it depends on the labour market study They may cover one woreda administration while it depends on the performance of the region	have a capacity of providing more than 500 trainees while it depends on the labour market study	it depends based on the training programme
curriculum development	must follow the TVT the country policies & strategies	must follow the TVT the country policies & strategies	must follow the TVT the country policies & strategies	prepare training program and content based focusing on target participants
trainers	The majority of the trainers should be A level (Masters holders) trainers	The majority of the trainers should be B level (Bachelor holders) trainers	The majority of the trainers should be C level (Bachelor holders) trainers	depends on the training program
accreditation	must	must	must	not as usual
medium of instruction	English	English	English	English & Local language
Ownership	Public, private, or NGO educational organizations	Public, private, or NGO educational organizations	Public, private, or NGO educational organizations	Public, private, or NGO organizations, consultants, shorter training providers, professional & employers' associations
Source of Budget	Regional & Federal Government	Regional Government	Regional Government	various, such as NGOs, fee collection, etc.
Management	The Dean should be masters & above	The Dean should have a Bachelor & above	The Dean should have a Bachelor & above	it depends

There are currently about 2,361 TVT providers in Ethiopia (97 polytechnics, 601 colleges, 289 institutions, and 1,074 short-term training centres). Table 4 below presents the number of TVT providers by region and type.

Table 4: TVT providers by region and type

Region	Colleges	Institutions	Polytechnics	Training centres	Total
Addis Ababa	101	7	6	525	639
Afar	11	1	1	8	21
Amhara	169		23	294	486
Benishangul-Gumuz	23		1	14	38
Dire Dawa	12		1	28	41
Gambela	10		1		11
Harari	9	3	1	8	21
Oromia	23	228	36	138	725
Sidama	54		2	11	67
Somali	19	1	2	6	28
South West Ethiopia Peoples'	39	9	4	14	66
Southern Nations, Nationalities & Peoples'	101	40	9	28	178
Tigray	30		10		40
Total	601	289	97	1074	2361

Source: Federal TVET Agency, 2021.

Polytechnics, colleges, and institutions must satisfy the requirements of the Federal TVET Agency or regional TVET bureaus, while short-term providers do not need to. The majority of TVT providers are private (1,579), focusing on short-term training. The public TVT providers number 733, and the remaining 49 are NGOs.

Except for private TVTs, TVT providers do not operate at total capacity for various reasons, including trainees' lower level of interest, lack of infrastructure, and inadequate supply of consumable training materials. A key informant interviewee (KII) stated that the programmes run by private TVT providers are much sought after and used almost to their full capacity. They mainly offer business, health, and ICT programmes, for which there is a relatively strong demand. Public TVT providers, on the other hand, provide more technical programmes. As stated in the Ten-Year Strategic Plan (MoPD 2021), the Government intends to increase the number of public and private technical and vocational education and training institutions by 37 per cent and 44 per cent, respectively.

The sector is being restructured and has become part of the newly established Ministry of Labour and Skills, currently undertaking a reorganization. The Ministry, which is in a strategic position to transform the national labour market and the socio-economic landscape of Ethiopia in general, will review the new policy and strategy for the TVET system issued in November 2020. Institutions accountable to the Ministry of Labour and Skills are TVT institutes, agricultural and technical education and training colleges, the Women's

Development and Entrepreneurship Institute, and the Ethiopian Tourism and Hotel Institute. The Ministry of Labour and Skills has a remit covering job creation, skills development, and employee affairs.

As discussed with senior experts, the new system focuses on TVT only, with eight levels of training. However, details of the implementation of this system have not yet been clearly presented. Ethiopia's current occupational standards (Oss)² were designed for eight sectors: agriculture, industrial development, economic infrastructure, health, trade, culture, sport and tourism, mining, and labour and social affairs. In each sector, there are specific occupations for which standards have been developed. The current standards are a significant improvement and in line with the industrial situation in Ethiopia. Stakeholders from the industry, particularly employers, are the principal actors in developing these standards. While more than 600 Oss have been created so far, practice and management have not been demand-driven. Oss are not reviewed frequently, core skills aspects are overlooked – requiring improvement based on the needs and with the rigorous involvement of industry. The major problem in updating Oss is the limited involvement of industry or stakeholders in the development process. Some TVT experts have stated that the industry should take the leading role in improving Oss, but their involvement is still not sufficient.

The Ethiopian TVT system uses a form of competency assessment to determine whether trainees have acquired the knowledge, attitudes, and skills outlined in the Oss in the areas for which they have trained. As stated in the TVET Policy and Strategy document, while the country has been implementing the certificate of competency (COC) system for nearly two decades, the results have not been satisfactory (MoSHE 2020). The assessment was designed to assess even unit-level competencies, but currently, it is struggling to manage level-based assessment. Discussion with TVT experts revealed that a Directive has recently been circulated regarding assessment at levels three, four, or five.

Based on the data collected from study participants, the average enrolment capacity of TVT providers for regular programmes is more than 1,000 for polytechnics, 500 for colleges, and 1,000 for institutions. The figures are 900 for polytechnics, 250 for colleges and 500 for institutions for extension programmes. The capacity of centres providing short-term training is high: some TVT providers indicated that they plan to enroll up to 15,000 participants per year on short-term courses. But the enrolment capacity of TVT providers will depend mainly on the market study and their infrastructures and the number of trainers. Table 5 below presents the details.

² Proclamation 954/2016 stated that an "occupational standard" is a standard defined by experts from the world of work indicating the competences that a person must possess to be able to productively perform in the world of work (Federal Negarit Gazette 2016).

Table 5: Average enrolment capacity of TVT providers by type

	Type of TVT			
	Polytechnic	College	Institution	Short-term training provider
Regular programme enrolment capacity	1,296	541	1,000	
Extension programme enrolment capacity	943	281	500	
Weekend programme enrolment capacity	886	114	1,000	
Short-term training enrolment capacity	3,331	2,660	1,000	400

Source: Own survey, 2021.

Observation of selected TVT providers revealed that they could enroll 20 to 25 trainees per class for most training programmes, with most polytechnics able to run two sessions simultaneously. Considering that a training programme for returnee migrants admits 20 trainees per session and assuming that polytechnics can run two sessions simultaneously, while colleges and institutions run one session, it would then be possible to train approximately 12,500 trainees in a single programme (400 in Addis Ababa, 2,720 in Amhara, and 9,400 in Oromia). Table 6 below presents the average capacity of public providers for a single programme.

Table 6: Public providers' capacity for a single programme

S.No	Region	Type of TVT provider	Public providers' capacity for a single programme
1.	Addis Ababa	Polytechnic	240
		College	160
		Institution	
		Subtotal 1	400
2.	Amhara	Polytechnic	920
		College	1,800
		Institution	
		Subtotal 2	2,720
3.	Oromia	Polytechnic	1,440
		College	3,400
		Institution	4,560
		Subtotal 3	9,400
Grand Total			12,520.00

4.1.1 Profile of regional TVT bureaus

The Addis Ababa Technical and Vocational Training and Development Bureau was established to provide participatory training for both the public and industries and additionally expand institutions that can use and facilitate the transformation of new technology for the community generally and for microfinance organizations. The vision is to create market-orientated TVET programmes to develop skills of competent citizens in the world of 2032.

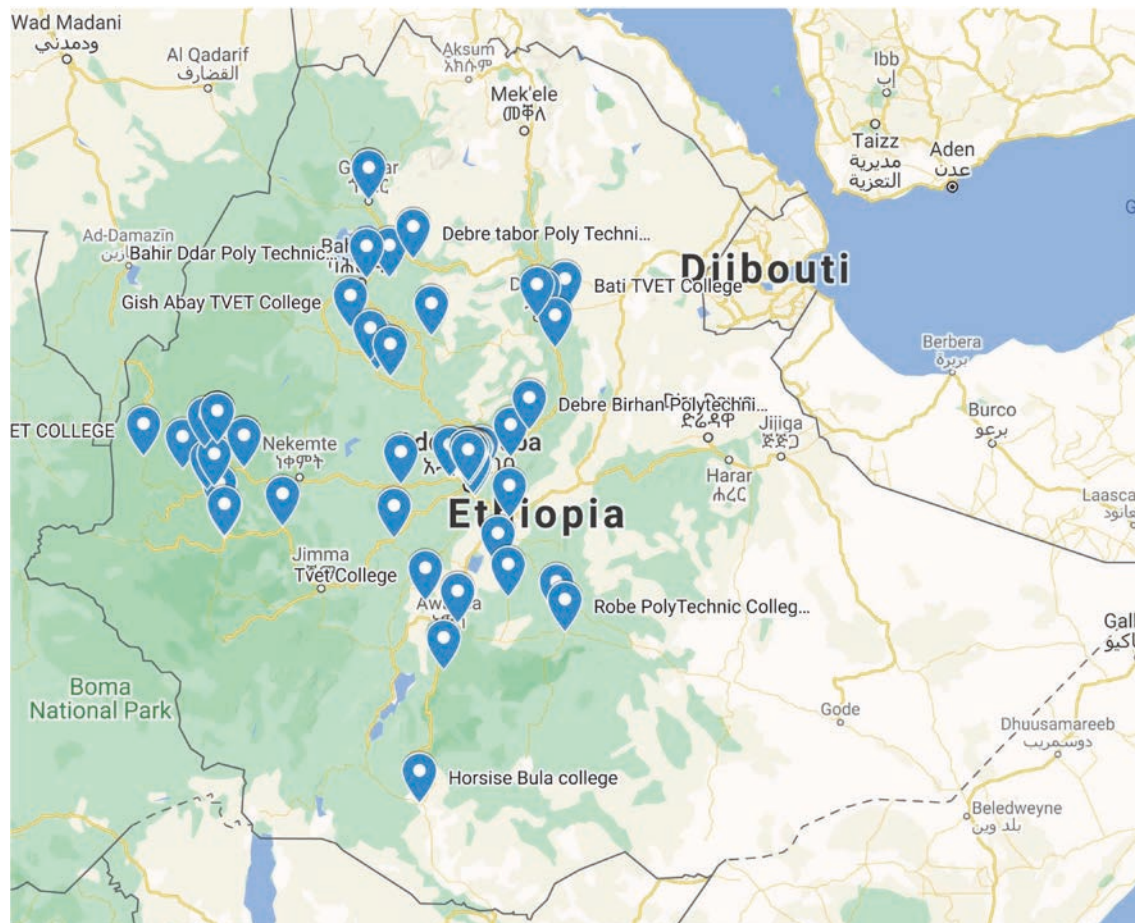
Table 7: Profile of TVT providers

Region	NGOs	Private	Public	Total
Addis Ababa	28	597	14	639
Amhara	1	372	113	486
Oromia	6	285	434	725
Total	49	1,579	733	2,361

Source: Federal TVET Agency.

In Addis Ababa, there are six polytechnics, 101 colleges, seven institutions, and 525 short-term training centres, of which 14 are public, 519 private, and 28 NGOs. The Amhara National Regional State Technical Vocational and Enterprise Development Bureau is responsible for facilitating and coordinating the TVT system in the Amhara region. There are 23 polytechnics, 169 colleges, and 294 short-term training centres in the Region, of which 113 are public, 372 private, and one is an NGO. Oromia Region has 36 polytechnics, 323 colleges, 228 institutions, and 138 short-term training centres, of which 434 public, 285 private, and six non-profit organizations.

A map of TVT providers can be accessed using the following link: <https://www.google.com/maps/d/u/0/edit?mid=1oSWznFyDVaVnbnuSRkZKdSy9JqQfo3u6&usp=sharing>.

Figure 2: Location of TVT providers

There is a fair geographical spread of TVT providers in the Amhara and Oromia regions. At least one polytechnic leads a TVT cluster of colleges and institutions in each zone. In Addis Ababa, on the other hand, there are six polytechnic colleges in the eleven sub-cities.

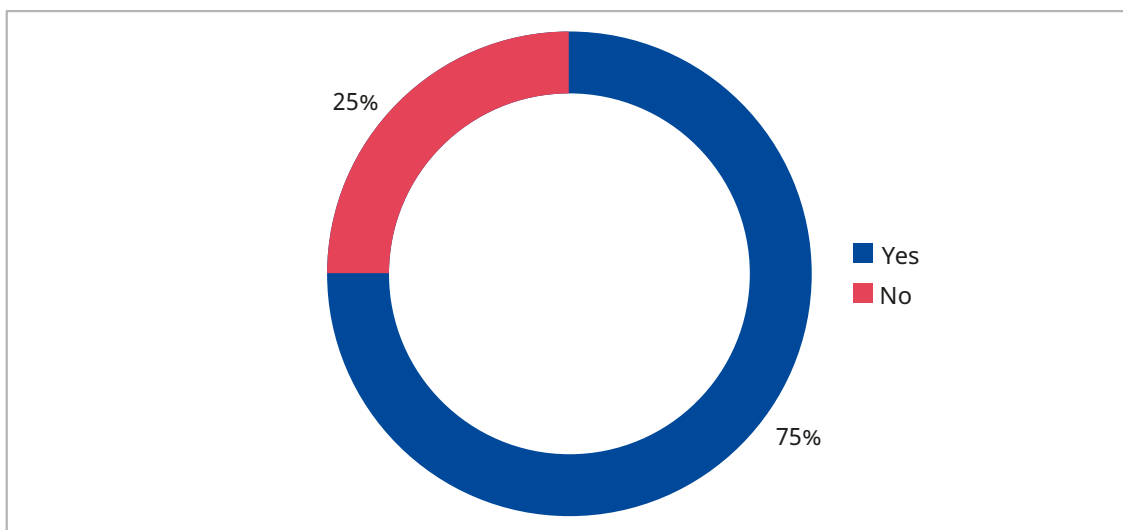
5. Findings of the survey

128 TVT providers completed the survey questionnaire, of which 30 in Addis Ababa, 34 in Amhara, and 64 in Oromia.

5.1 Skills provision for migrant workers and returnees

Most TVT providers who participated in this study (75 per cent) are currently delivering pre-departure or reintegration skills development training for migrants. Pre-departure training is designed to brief potential migrants on what to expect when living and working abroad.

Figure 3: TVT providers with experience of delivering relevant training



Well-delivered training allows potential migrants to personalize their learning and to anticipate and plan for the challenges they will face when they move abroad. The training aims to enable participants to clearly understand their role and the cultural differences between home and host countries and develop the emotional flexibility to accept unfamiliar behaviour and values.

On the other hand, reintegration skills development training is provided for returnee migrants to support their reintegration into the existing labour market. Figure 3³ shows the TVT providers who have experience delivering pre-departure or reintegration skills development training for migrants. The majority have such experience. In collaboration with regional TVET agencies and other stakeholders, the Federal TVET Agency conducted a training needs analysis and developed two modules for pre-departure migrants. The Agency

³ Drawn from the author's own data.

designed the training to help potential migrants understand the context of a foreign work environment. The TVT providers who had no previous experience in delivering such training gave the following reasons:

- ▶ The programmes we run are not for potential or returnee migrants;
- ▶ We have no direct connection with migrants and other stakeholders (other parties register training participants);
- ▶ Pre-departure or reintegration skills development trainees do not come to our college;
- ▶ The college has not begun providing training until now;
- ▶ There are no migrants in the area where we are located;
- ▶ Lack of budget (our regular budget does not stretch to purchasing training materials and paying per-diems to returnee migrants at the time of training); and
- ▶ We lack the facilities and infrastructure.

However, almost all TVT providers are willing or able to support returnee migrants, even indicating this as their primary responsibility. Most providers also believe they have the capacity and interest to deliver the training if requested, though they wait for other players to initiate projects of this kind. At present, some TVTs providers⁴ are working with other stakeholders to register migrants by screening non-disadvantaged groups to prioritize.

Public TVT providers providing training for migrants, internally displaced persons, people with disabilities, and women in order to increase their employment opportunities and support access to the labour market as part of their mandatory annual plan. The Federal TVT Agency and the TVT bureaus address these issues in their yearly plans and strategic documents. For example, the TVET Policy and Strategy, introduced in November 2020, covers equity in TVET in some detail and requires TVT providers to provide training for all those meeting the criteria, regardless of sex, disability, financial background, place of residence, and other factors.

5.1.1 Short-term training programmes delivered by TVT providers

TVT providers run a variety of training programmes targeting returnee migrants. These programmes are derived from the TVT curriculum and consist of a single unit or a combination of units covering different competencies. The Ethiopian TVT curriculum is based on occupational standards (Oss), which in turn are based on industry requirements reflecting the input of industry representatives. To ensure the relevance of their programmes, TVT providers have been developing their curricula in line with the Oss designed by the Federal TVET Agency with the participation of industry practitioners. More than 600 Oss have been created in this way (MoE ESC 2018). As one of the industry experts explained, initially, the Oss were just direct copies of those adopted in foreign countries, but currently, they are more refined and have begun to correspond to the actual work environment in Ethiopia. However, they still need improvement, with significant industry

⁴ For example, Gendawuha TVET College.

involvement. Industry practitioners should take full responsibility for preparing the Oss. One KII indicated that the mandate for preparing Oss lies with industry, though industry contribution is disappointing.

A significant number of returnees are still looking for ways to go back abroad. Our FGD with returnees indicated that the situation in Ethiopia forced them to consider migration options. They believed they had not received the support they needed to remain in the country. They complained about the lack of job opportunities and claimed that the environment was unfavorable for starting their businesses. Some participants admitted that they were contacted by NGOs and the Government and took part in the training, but indicated that the training was not enough to increase their employment opportunities or start a business.

Returnee migrants who participated in the FGD needed core skills, financial literacy, entrepreneurship, and vocational skills training to start their businesses. They stated that they were ready to take the training at any time and requested that it be organized closer to their areas of residence.

Training programmes identified by TVT providers as appropriate for returnee migrants are listed in Table 8 below. These programmes are derived from the TVT curriculum and consider both the interests of trainees and industry requirements. The programmes can be single units of competency or cover a combination of competencies. Under the sector classification, the following list summarizes the short-term training programmes recommended by TVT providers for return and potential migrants.

Many KIIs thought that TVT providers needed to pay more attention to traditional craft techniques. Handicrafts have a history as ancient as Ethiopia itself, but society has for a long time ascribed a lower status to craftspersons, even though the products they produce are used in the day-to-day activities of many Ethiopians. Even currently, some products are expensive and attract the attention of the foreign market. There is a significant gap between demand and supply, which is frequently related to low productivity. As a result, TVT providers need to develop a curriculum for teaching trainees traditional crafts techniques and aim to raise awareness and promote the development of indigenous knowledge and skills.

Table 8: Training programmes recommended by TVT providers for return and potential migrants

Sector	Recommended training programmes
1. Agricultural sector	• livestock husbandry or fattening (beef, sheep, goats, pigs) • horticultural crop production • poultry farming • farm machinery and equipment maintenance • farm machinery and equipment operation support work • urban agriculture, i.e. vegetable production • beekeeping

Sector	Recommended training programmes
2. Industrial development	- leather: production of leather garments, footwear, and other goods - textiles/garments: clothing and fashion design, weaving and knitting, embroidery, and maintenance of related machinery/equipment - metals manufacturing: metalwork, machining, welding - agro-food processing: processing spices and herbs (Baltena), processing fruit and vegetables, dairy production - animal feed processing - furniture-making: fitted furniture and woodwork - electrical/electronics assembly: electronic maintenance (computers, audiovisual equipment, mobiles, etc.) and solar system installation
3. Economic infrastructure	- automotive: vehicle servicing and repair; vehicle electrical and electronic work; and tire servicing - transport logistics: warehouse management - energy: powerline support - information and communications technology (ICT): computer maintenance, basic computer skills, digital literacy, and digital marketing - building construction: installation works (electrical, plumbing, and sanitary), structural construction works (masonry, bar-bending and concreting, carpentry), and finishing construction works (plastering, tiling, painting, cobble stone chiseling and paving, block and brick production) - municipal services: awareness-raising and resource mobilization, landscaping, greening, and beautification
4. Health	No recommendations.
5. Trade	- retailing - wholesaling
6. Culture, sport and tourism	- cultural craft and design works (handicrafts), which focus on using and developing indigenous knowledge, e.g. leatherwork, textiles, woodwork, pottery, metal crafts, and design - hotels and hospitality: kitchen operation (foreign cuisine, preparing Ethiopian dishes, confectionery, baking and pastry-making, catering, fast-food preparation) and hotel operation (housekeeping services, front office services, food and beverage services) - travel and tours: guiding tours and travel agency services - beauty care and hairdressing: beautician services (beauty and wellness) and hairdressing
7. Mining	- lapidary - mining, gems, and jewelry
8. Labour and social affairs	- social affairs: community service work - household services and caregiving: domestic help, caregiving, maternity services, childcare
9. Other training programmes⁵	- business plan training - driving skills - entrepreneurship and small-business management - fisheries - foreign language skills - core skills - preparing people for work

Source: Own survey, 2021.

⁵ These are training programmes that are not included in the occupational map.

5.1.2 Training methods

More than 80 per cent of training sessions on short-term training programmes focus on giving real-world skills and abilities to participants. To this end, TVT providers use adult-learning strategies such as learner-centred, flexible learning, integrated off- and on-job training, individual and group-based practice/exercises, and project work. The trainers involve participants directly and ensure that they take ownership of the classes. The training methodology is hands-on, which means that participants are not simply told about the concepts but are encouraged to experience them through role playing, case studies, problem-solving activities, games, debates, and other activities that require their full participation. Trainers use PowerPoint presentations and student handbooks to highlight topics and ensure that the participants actively assimilate the relevant skills. Trainees are encouraged to ask questions, make mistakes and produce products as part of the learning process. Most training providers recommend practical training involving 20 to 25 trainees per session. To some extent, the training providers try to adopt a training approach that considers their participants' backgrounds and cultural issues. However, when there is a lack of resources, and in the absence of appropriate equipment, lecturing becomes the only option.

5.1.3 Assessment strategies

Training assessment consists in evaluating the attainment of the learning outcomes related to the performance criteria indicated in the respective OS. To assess the performance of regular trainees, TVT providers use different assessment methods, including group/individual work, quizzes/tests, assignments, project work, and final examinations in workplace/site and classroom set-ups. In the case of short-term training, trainees are assessed both before and after completion of the training. After successfully completing the post-training evaluation, trainees are awarded a certificate of participation by the TVT provider.

They can then be assessed by competency assessment and certification centres (COCs), which are responsible for formally evaluating trainees. A COC considers the unit(s) of competency covered by the training. Trainees have to pay for the assessment process. Most of the time, COC centres fail to meet the requirements of TVT providers. The problems identified by TVT providers are summarized and listed below:

- ▶ Lack of well-prepared assessors;
- ▶ Lack of adequately designed assessment tools suited to the training programme;
- ▶ Scarcity of assessment materials;
- ▶ The assessment method is non-competitive;
- ▶ The assessment process is costly. (It was recently decided to perform assessments on completion of levels three, four, and five. However, training assessments apply to competencies or groups of competencies, which makes it even more detailed and costly);

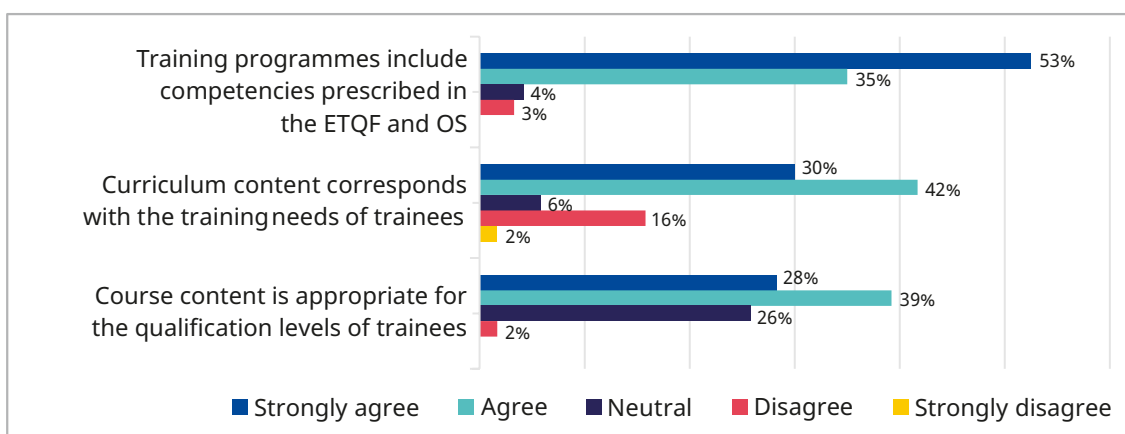
- ▶ Poor communication between TVT providers and assessment centres;
- ▶ Long scheduling, with trainees waiting for more trainees to complete courses. In the Amhara Region, there is an informal rule that an assessment will not occur until at least five candidates.

A KII with the Oromia COC Bureau stated that, currently, assessments are too subjective. It is essential to measure the competencies of trainees objectively. Another significant deficiency is in the relationship between assessment centres and trainers.

5.1.4 Quality of skills provision

The TVET Policy and Strategy (MoSHE 2020) emphasizes that Oss and an outcome-based curriculum ensure the quality of TVET programmes. However, even though the number of TVT providers has increased by more than threefold in the last decade, a study conducted by the Ethiopian Chamber of Commerce and Sectorial Associations (ECCSA) claims that little has been done to produce graduates with a mastery of the relevant skills (Salhu 2021). As stated in the TVET Policy and Strategy document, the quality of TVT programmes is disappointing, and significant intervention is required to meet the needs of trainees, employers, and society as a whole. As shown in Figure 4, more than 86 per cent of TVT providers report that their training programmes include competencies prescribed in the Ethiopian TVET Qualification Framework (ETQF) and the Oss. In addition, around 72 per cent of TVT providers stated that the content of the curriculum corresponds with the needs of trainees. However, 18 per cent of respondents disagreed with this statement.

Figure 4: Quality of provision



Source: Own survey, 2021

On the other hand, 67 per cent of the TVT providers who participated in the survey thought that the course content included in the TVET programmes was appropriate for trainees' respective qualification levels.

Overall, as perceived by survey participants, the quality of skills provision seems fair, but there is still room for improvement. Discussion with KIIs indicated that all TVT providers need to address quality issues. However, the importance of quality is sometimes overlooked, especially when third parties or organizers initiate the training provided to support unemployed and disadvantaged groups. They ask TVT providers to ignore essential quality-assurance procedures by demanding that they train many trainees per session within a short time.

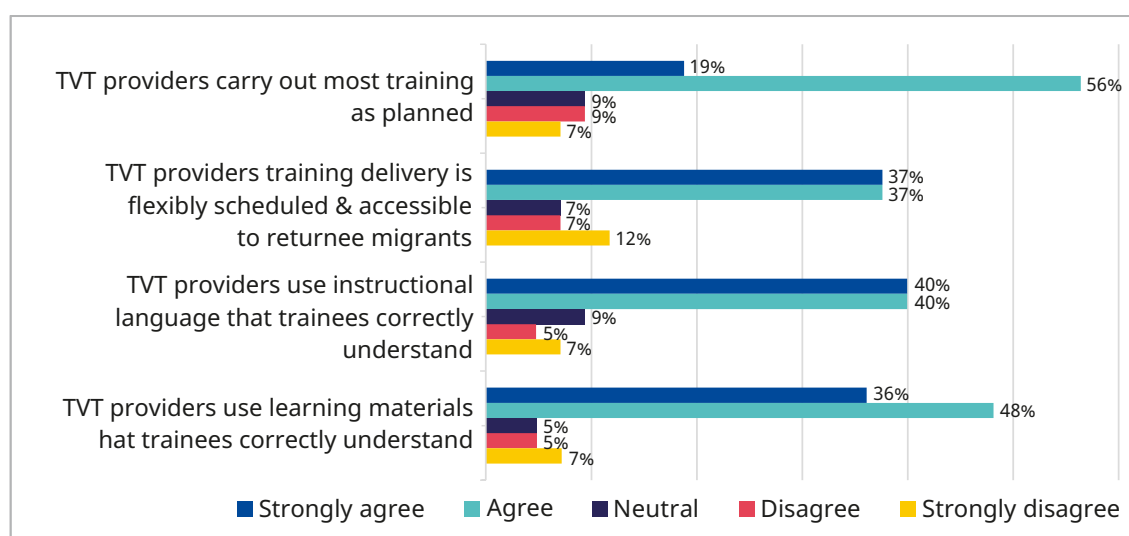
One senior KII stressed that the provision of quality skills was a problem that the TVT system had faced at an early stage in introducing the training system. He said:

“The measures taken are not very influential in tackling the difficulties encountered. To overcome the problem maybe it takes more than a decade. But we have to start at some point, and I think we know it is a critical time to begin changing and introducing a new-generation quality TVT system.”

He added that the newly established Education and Training Authority (ETA) is intended to be an independent institution and will play a more prominent role in improving the quality of education and training. However, it later became part of the Ministry of Education. In October 2021, the ETA replaced the Higher Education Relevance and Quality Agency (HERQA) which was established to ensure high-quality and relevant higher education systems.

5.1.5 The context of practical training

When returnee migrants or others join short-term training programmes, they expect learning to be concrete and practical. However, many TVT programmes include substantial theoretical content. In principle, many TVT providers believe their training is realistic, with practical training accounting for more than 80 per cent of the time allocated. The TVET Policy and Strategy document recommends 70 per cent practical and 30 per cent theory. However, this is not feasible due to lack of training materials, trainers' inexperience, poor planning, the large number of trainees per session, and the short time allocated for the training.

Figure 5: The Context of practical training

Source: Own Survey, 2021.

Around 76 per cent of the TVT providers claimed that they carried out most training as planned. There was a significant deficiency in making training delivery flexible and accessible for returnee migrants, as only 73 per cent of the TVT providers claimed this was the case.

Currently, the English language serves as a medium of instruction in formal TVET training at all levels. However, trainers are advised to use the local language at the time of delivery. Based on the survey, around 80 per cent of the TVT providers believed they used instructional language that trainees could clearly understand. As confirmed by interviews, TVT providers use English and the local language as the medium of instruction. Sometimes they use other languages, such as Arabic, for pre-departure training to meet the demands of the international labour market. However, this is not a common practice.

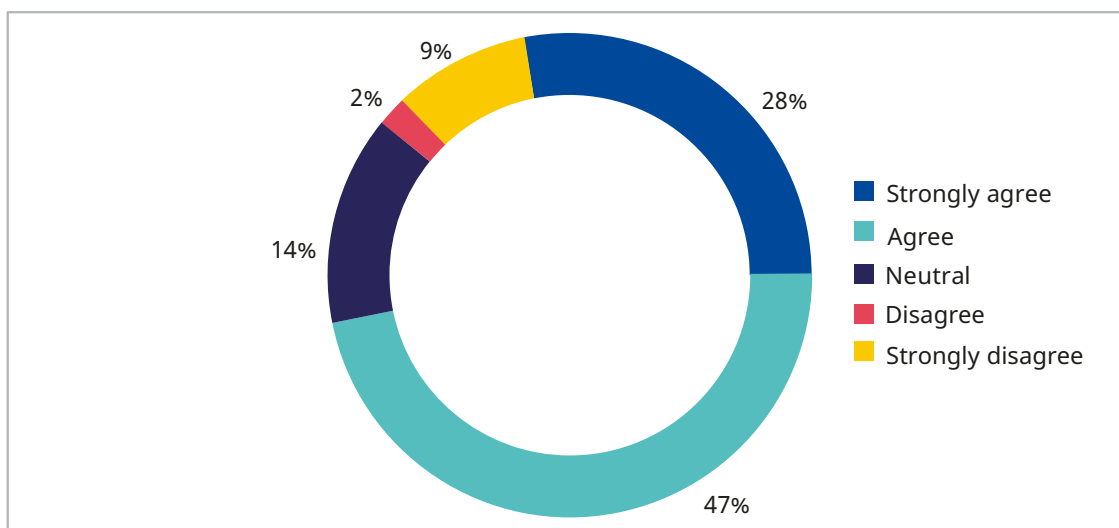
Another way of making the training practical is to share learning materials that trainees understand easily. The survey results showed that 84 per cent of the TVT providers used learning materials that trainees could clearly understand. However, the system still needs learning materials in local languages and materials that are accessible to disabled trainees.

5.1.6 Delivery of core and entrepreneurial skills

After completion of short-term training, some employment opportunities for returnee migrants were found in the textile, hotel, and construction sectors. The majority of returnee migrants are expected to start their own businesses individually or in groups. Consequently, most TVT providers try to teach participants core and entrepreneurial skills. For real reintegration, psychological treatment and motivational training are recommended as essential, in addition to the technical skills training. Most TVT providers understand the importance of such training and try to provide it though the quality and time given to

this is considered inadequate. The survey showed that 75 per cent of the TVT providers appropriately incorporated core skills training content in their programmes.

Figure 6: Core skills training content

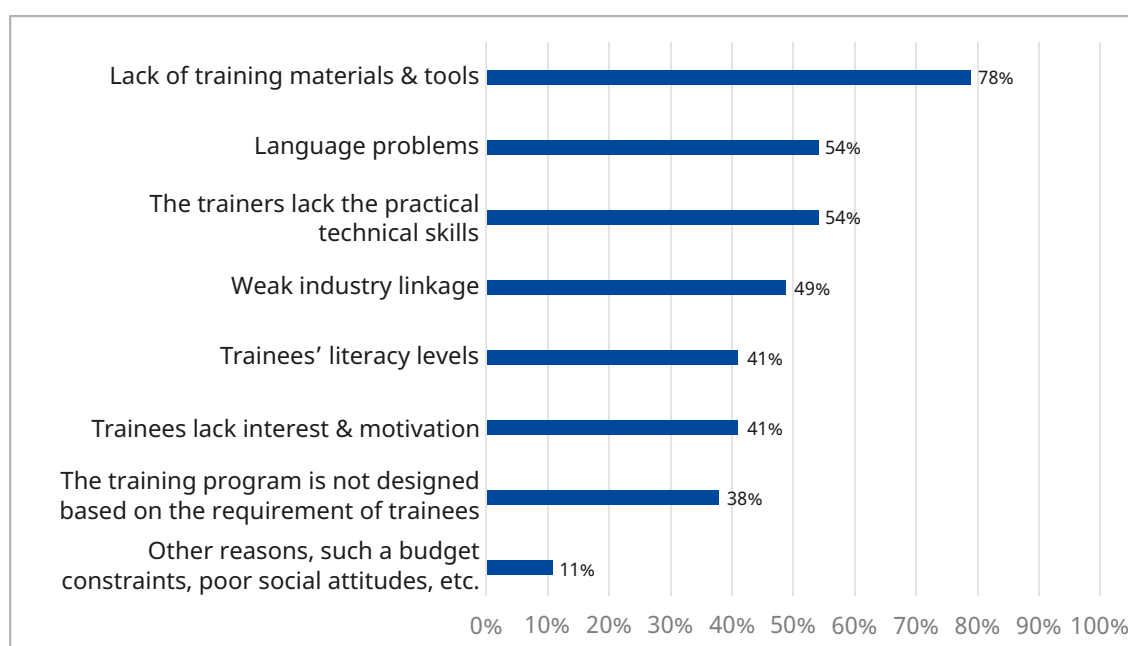


Source: Own Survey, 2021.

The FGDs and KIIs revealed that while core skills are included in the curriculum, they are not delivered as they should be – the time allotted is short, is often overlooked at the time of delivery, and in some cases, core skills are not covered at all. In short-term training, the focus on core skills training is relatively high. But in contrast with the technical aspects, the trainers lack the ability to deliver it adequately, as well as being considered as only an introductory course it often lacks significant links to actual core skills.

5.1.7 Skills provision gaps

Most TVT providers indicated that lack of training materials and tools (78 per cent), lack of practical skills on the part of trainers (54 per cent), and language problems on the part of trainees (54 per cent) were the top three skills provision deficiencies when providing training for migrants. Moreover, weak industry linkages (49 per cent), lack of interest and motivation on the part of trainees (41 per cent), trainees' literacy levels (41 per cent), and the tendency to design training programmes without taking into account trainees' interests/requirements were the other critical skills provision gaps. Other reasons, such as budget deficits and poor social attitudes to TVT programmes were also mentioned. Figure 7 below presents the common deficiencies in training delivery for returnee migrants.

Figure 7: Common deficiencies in providing training for returnee migrants

Source: Own survey, 2021.

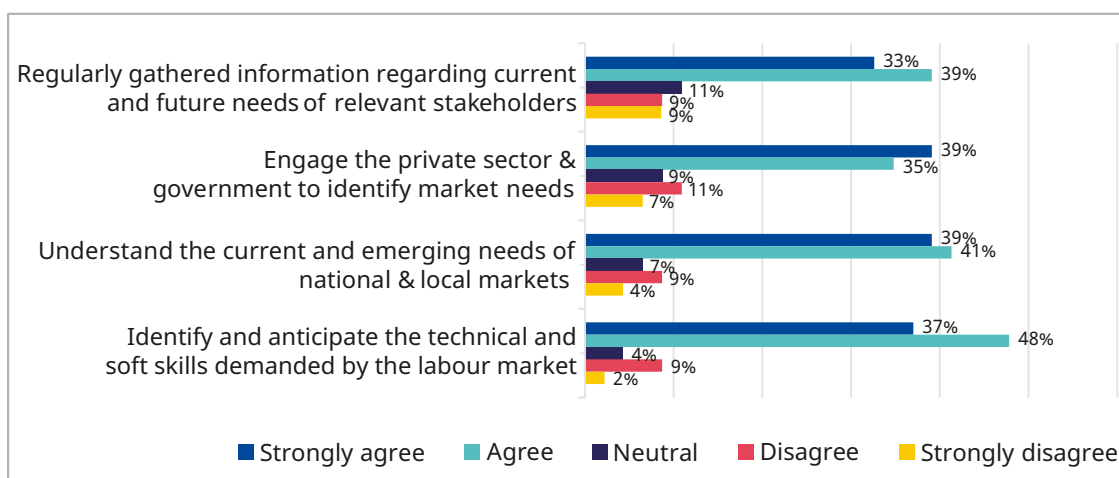
The language medium of instruction for TVET programmes is English, as stated in the TVT curricula. However, actual delivery is multilingual, i.e. English and the local language. Similarly, while most short-term training materials are written in English, some modules intended for migrants are written in the local language, though translations may fall short of the required standard.

Similarly, while most short-term training materials are prepared in English, some modules targeted at migrants are in the local language. Again, the translations tend not to meet the required standard, as trainers voluntarily did the work. As with the TVT programmes, trainers use both English and the local language at the time of delivery.

5.2 Market orientation and skills anticipation

As indicated in the TVET Policy and Strategy document, TVT providers need to consider local and national markets' current and emerging needs and be responsive to such requirements in identifying and anticipating the specific core skills demanded. However, in practice, most TVT providers cannot undertake this activity.

TVT providers were asked to state how they undertook the market analysis. The majority (72 per cent) claimed that they regularly gathered information about relevant stakeholders' current and future needs, as well as engaging with relevant stakeholders to identify market needs in developing course content. About 75 per cent claimed they engaged with the private sector and Government to identify market needs when creating their newest course content for TVT programmes.

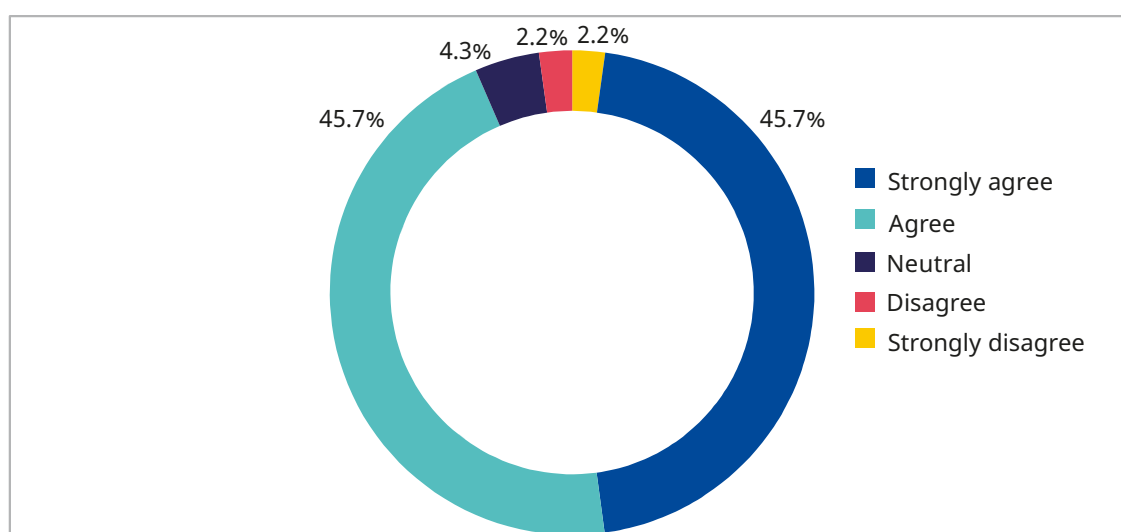
Figure 8: TVT providers' market orientation and skills anticipation

Source: Own Survey, 2021.

The TVT providers indicated that they understood national and local markets' current and emerging needs in developing new curricula or training programmes (80 per cent). More than 83 per cent of the respondents claimed that they could identify and anticipate the specific technical and core skills demanded by the labour market. Significantly, the polytechnics develop programmes with closer support from the regional TVET bureaus and the Federal TVET Agency. Polytechnics are responsible for leading clusters. In the Amhara and Oromia regions, there is at least one polytechnic in each zone. The regional TVET bureaus and the Federal TVET Agency collaborate in giving guidance to TVT providers where new programmes and curricula are concerned. However, the TVT providers are mandated to develop their programmes themselves.

5.2.1 Tracer studies

Surveys of former participants in education programmes are often referred to as tracer studies or graduate surveys (Schomburg 2016). While there has been no large-scale assessment of the outcomes of TVET graduates in Ethiopia, small tracer studies have been conducted by the training institutions themselves. As shown in Figure 9, more than 90 per cent of the TVT providers stated that they undertake tracer studies every year. These tracer studies typically report short-term consequences for a small sample of beneficiaries. The questionnaires used for such tracer studies are not standardized. Therefore, the findings of different TVET tracer studies are not comparable. Currently, they are used only internally within institutions (Krishnan 2020).

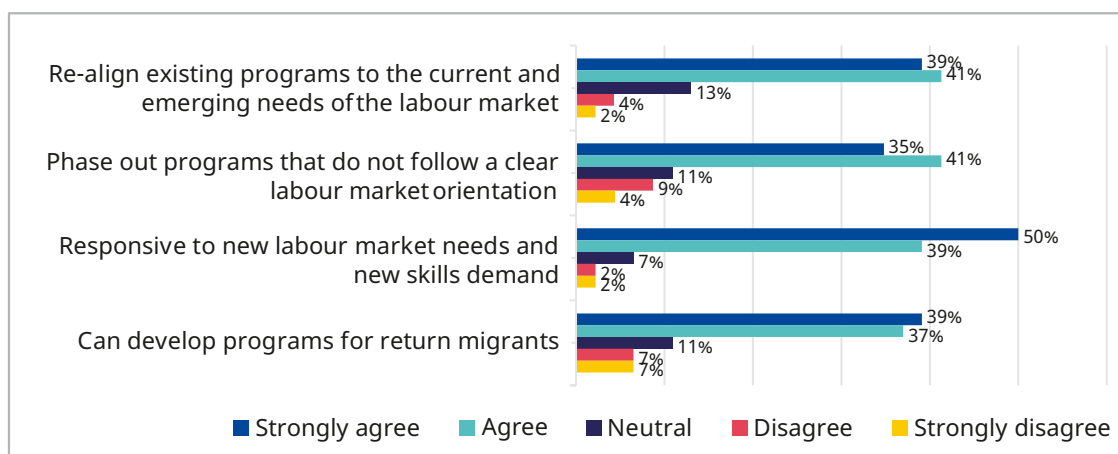
Figure 9: TVT providers carrying out tracer studies

Source: Own survey, 2021.

The regional TVET bureaus have a department responsible for compiling and following up tracer studies performed by TVT providers. Almost all the TVT providers indicated that they carry out tracer studies. However, their analysis is not detailed. For example, the studies reported by many TVTs to the Amhara TVET Bureau show only the number of graduates and those who succeed in securing jobs. As such, these tracer studies do not significantly benefit stakeholders in developing training and employment policies, changing curricula and training courses, selecting education and training paths, and making more precise judgments about skilling the labour force.

5.2.2 Skills anticipation

TVT providers work to re-align existing programmes and certification requirements with the current and emerging needs of the labour market. They are mandated to phase out programmes that do not follow a clear labour market orientation or operate parallel to national TVT systems. But these decisions are influenced primarily by the official labour market study. TVET bureaus conduct this study every five years, and it has a significant impact on closing existing programmes and opening new ones. This is proved by a labour market study conducted by the Amhara TVET Bureau for 2016–2018. The Bureau also prepared a proposal to undertake a market study covering the next five years. This study has been interrupted for the time being because of the ongoing conflict in the country. About 80 per cent of the TVT providers claimed that they re-aligned existing programmes and certification, as needed, to the current and emerging needs of the labour market. In addition, 76 per cent claimed that they phased out programmes that do not have a clear labour market orientation or operate parallel to national TVT systems. Figure 10 presents a summary of the skills anticipation activities of TVT providers.

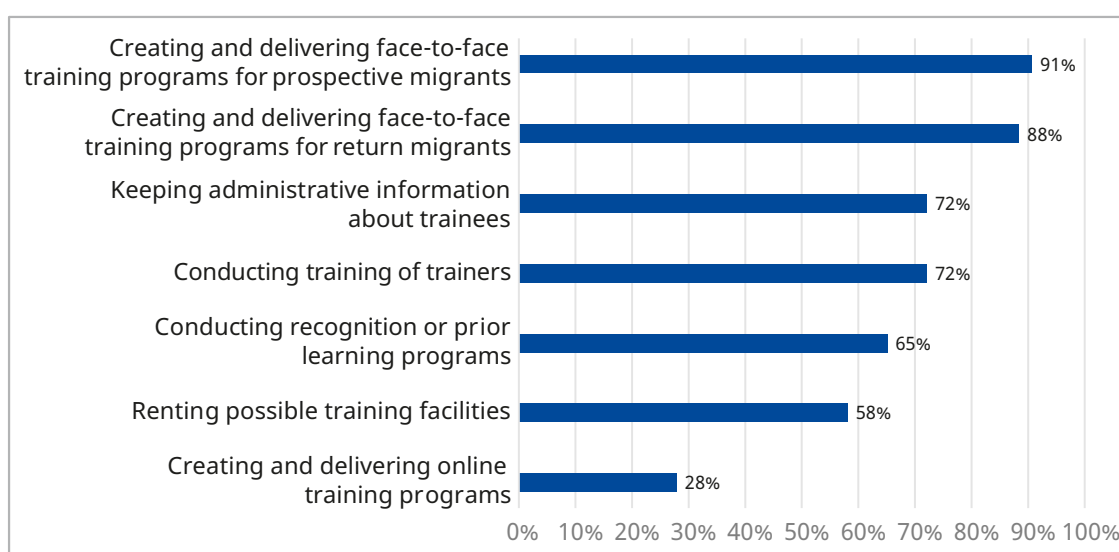
Figure 10: Skills anticipation

Source: Own survey, 2021.

More than 75 per cent of the TVT providers say they are responsive to new labour market needs and new skills demands. They also stated that they could develop programmes for returnee migrants (89 per cent) considering national labour markets' current and emerging needs.

5.2.3 TVT providers' areas of interest in delivering training for returnee migrants

Nearly 90 per cent of the TVT providers declared an interest in creating and providing face-to-face training programmes for prospective and returnee migrants. A significant number of TVT providers (72 per cent) were keen to record administrative information about trainees and conduct ToT. More than 65 per cent of the TVT providers are willing to conduct recognition-of-prior-learning programmes. However, they were less interested in renting training facilities (classrooms, workshops, labs, libraries, equipment, and other materials). Surprisingly, TVT providers were less interested in online training – only 28 per cent were interested in creating and delivering online training programmes. Figure 11 presents the TVT providers' areas of interest in providing training for returnee migrants.

Figure 11: TVT providers' areas of interest in delivering training for returnee migrants

Source: Author's survey, 2021.

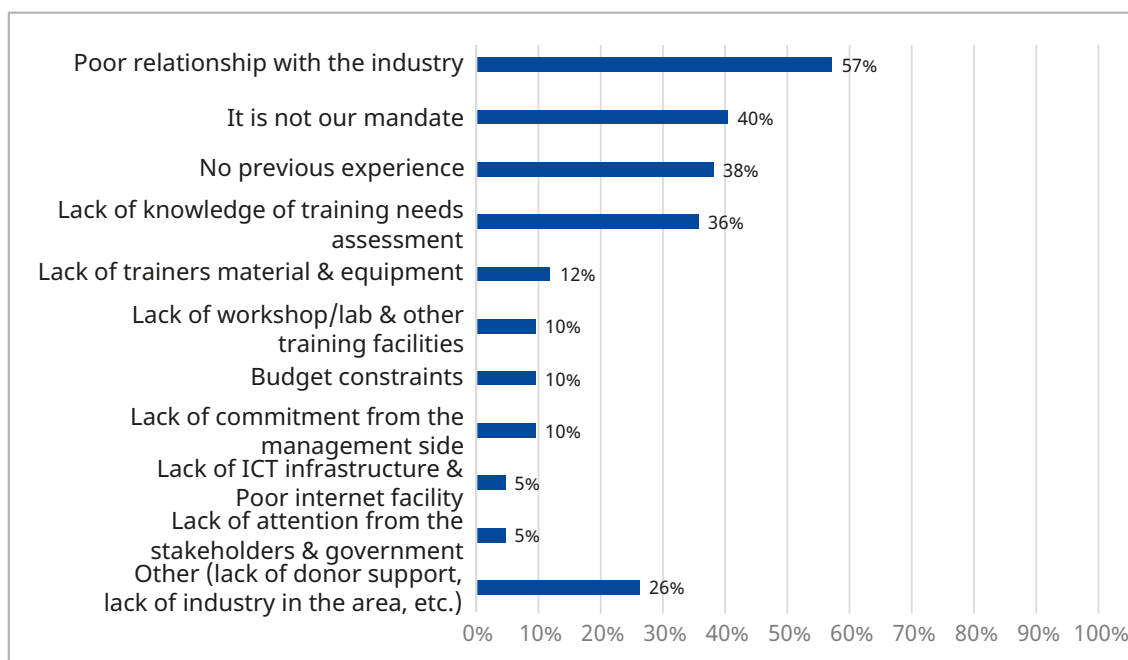
The TVT providers requested the prioritization of a training programme that would benefit returning and potential migrants based on their experience. The following list is a summary of the programmes recommended, in order of priority, for the reintegration of returnee migrants:

1. Hotels and tourism: hotel operation, kitchen operation, hairdressing;
2. Textiles and garments: weaving, clothing, and embroidery;
3. Agriculture: urban agriculture, livestock farming, poultry;
4. Electricity/electronics: maintenance and installation;
5. Construction;
6. Metal manufacturing: aluminum working, welding, and machining;
7. Woodworking;
8. Automobile servicing; and
9. Leatherworking.

The current training areas would benefit returnees and potential migrants since TVT providers periodically perform market surveys.

5.2.4 Obstacles to creating new training programmes

More than half of the TVT providers in the survey thought that a poor industry relationship was a considerable obstacle preventing the creation of new training programmes. Nearly 40 per cent had no previous experience and did not think it was their job to develop such programmes. Other identified barriers were i) a lack of knowledge of training needs assessment; ii) budget constraints; and iii) a lack of qualified trainers, facilities, and materials. Figure 12 below presents the significant obstacles that prevent TVT providers from creating new training programmes.

Figure 12: Obstacles to creating new training programmes

Source: Author's survey, 2021.

Other issues mentioned included budget constraints, a lack of workshop/lab, poor training facilities, lack of trainers, materials or equipment, lack of proper ICT infrastructure and poor internet connectivity.

5.3 Skills certification, recognition, and accreditation

5.3.1 Skills recognition

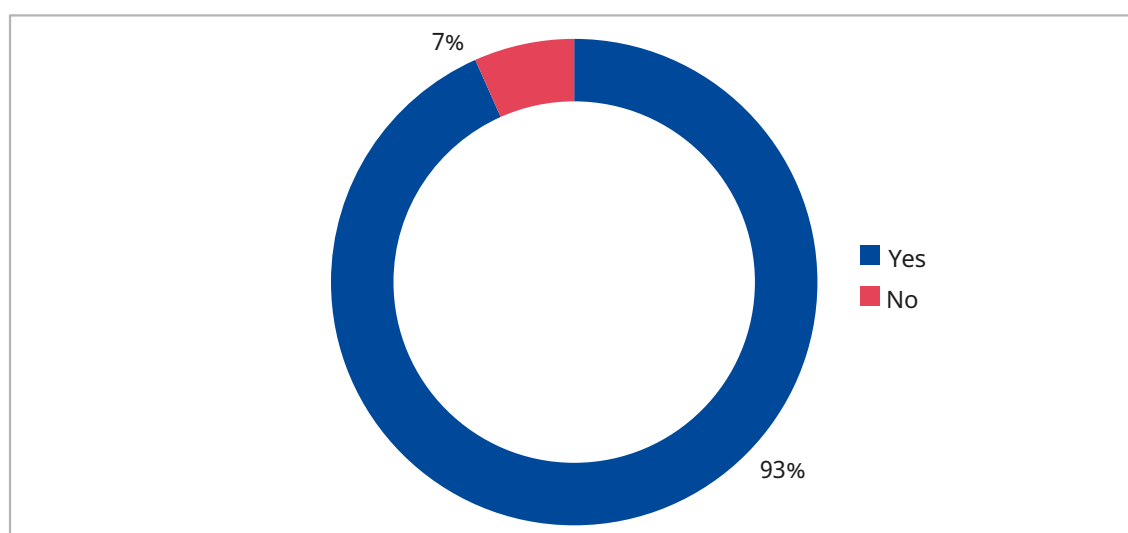
Most returnee migrants have gained new occupational and social skills while working abroad. Consequently, there needs to be a way of recognizing their acquired skills and matching them to labour market requirements to facilitate reintegration. The Ethiopian TVT system acknowledges the importance of revising the competencies required at each level of the ETQF, while also recognizing the trainees' learning. Ethiopia has developed a National TVET Qualifications Framework (ENQF) based on the standards for all occupations. This framework has five levels of complexity, ranging from Level 1 (blue-collar occupations requiring basic competencies) to Level 5, which is necessary for professions requiring a high level of autonomy, understanding, team supervision, and innovation (UNESCO IIEP 2020). However, there is no existing policy or procedure for acknowledging trainees' prior learning. A document has recently been drafted with the support of the ILO to serve as a guideline for skills recognition. Meanwhile, returnee migrants interested in getting recognition can sit the COC examination for a specific unit of competency.

5.3.2 Skills certification

All training providers issue a certificate of completion or attendance to training participants. Then, after making the necessary assessment, the COC centre in each region will award a certificate of competency (COC) to those who have scored the necessary minimum number of points. TVT providers themselves are not mandated to award skills certification and prior-learning recognition, which is the responsibility of COC centres.

As shown in Figure 13, more than 93 per cent of the TVT providers believed that the certificates they issued to trainees after completing their training are nationally recognized.

Figure 13: Certificates nationally recognized?



Source: Own survey, 2021.

The programmes run by TVT providers enjoy a high degree of credibility and recognition. Slow response from COC centres, the cost of the assessment, and lack of materials are the significant challenges that TVT providers face when providing certification.

5.3.3 Accreditation

TVT providers must pass an assessment conducted by the Government to obtain accreditation to open new programmes. However, various actors sometimes circumvent the process. For example, public TVT providers get political support to open programmes without meeting the minimum requirements set in the accreditation document. Similarly, private TVT providers obtain a license by cheating the system, e.g., by borrowing or renting the necessary facilities at the time of the assessment. Extensive requirements beyond the capacity of the country and the nature of the training are the significant challenges that TVT providers face when it comes to receiving accreditation.

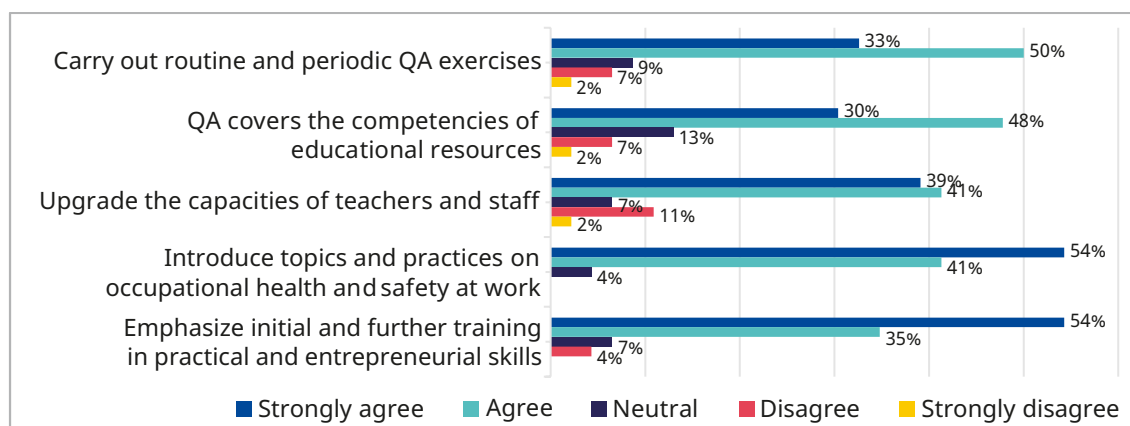
The Federal TVET Agency (FTA) is responsible for the accreditation of TVET centres. Implementation is decentralized and entrusted to the regional TVET bureaus, which accredit the public, private and NGOs that provide training (UNESCO IIEP 2020)

5.4 Quality assurance of training delivery

Quality assurance (QA) refers to the measures designed by the authorities for assessing the performance of TVT providers and ensuring that their learning outcomes meet the needs of society. One of the major problems of the TVT system in Ethiopia is the lack of an adequate QA mechanism (MoSHE 2020). The Higher Education Relevance and Quality Agency (HERQA)⁶ was established by virtue of the Higher Education Proclamation Number 351/2003 as one of the key agencies responsible for guiding and regulating quality higher education systems. One of the HERQA's central roles is to encourage and assist the growth of organizational culture in higher education that values quality and is committed to continuous improvement. At this time, under Proclamation Number 1263/2014, HERQA has become the Education and Training Authority (ETA), which is currently undergoing restructuring. One senior expert explained that the plan had been to establish the ETA as an autonomous body. Although it currently operates under the Ministry of Education, the mandate for managing quality assurance is delegated to the regional TVT bureaus.

This study assessed TVT providers' internal and external quality assurance activities as part of our survey. Around 83 per cent of participants claimed that they carried out routine and periodic quality assurance exercises. In addition, more than 78 per cent stated that their quality assurance covered the competencies of educational resources. More than 80 per cent said that they carried out professional training and development activities to upgrade the capacities of teachers and staff, which is a significant factor in quality delivery. Almost all the TVT providers confirmed that they had introduced topics and practices on occupational health and safety at work. About 89 per cent said that they focused on practical and entrepreneurial skills. Figure 14 provides specific data on these quality assurance activities.

Figure 14: Internal quality assurance activities

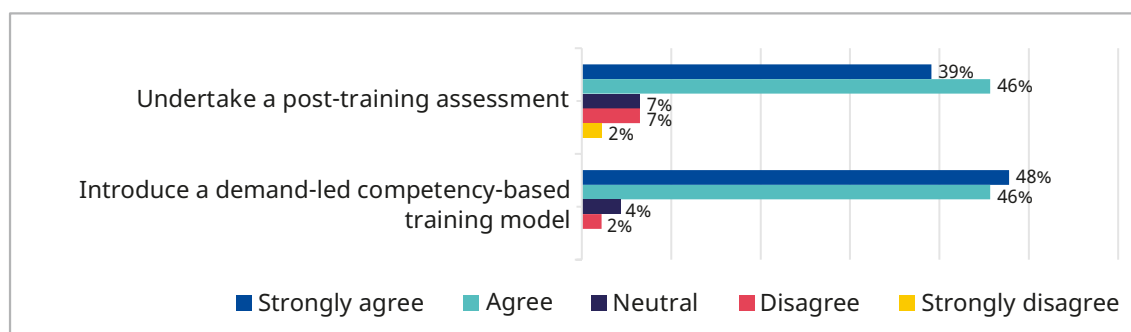


Source: Author's survey, 2021.

⁶ https://herqa.edu.et/about_us

More than 85 per cent of the TVT providers who participated in the study undertook post-training assessments. Specifically, pre-and post-training evaluation is common practice in short-term training programmes. TVT providers prepare a checklist that trainees are required to respond to before and after the training, and this is commonly used to evaluate learning transfer during their training. The focus is on assessing the participants' reactions and learning. However, exercises to measure the impact of training (Did the training change the behaviour of the trainees?) and the results (Did the training influence the performance of the trainees?) are not commonly performed by TVTs.

Figure 15: External quality assurance activities



Source: Author's survey, 2021.

A considerable number of the TVT providers (94 per cent) claimed that they followed a demand-led competency-based training model. Figure 15 above presents the external quality assurance activities of training delivery.

The following are the critical barriers to ensuring a quality training programme for returnee migrants, as seen from the TVT providers' perspective:

- ▶ An overwhelming number of trainees at any one time;
- ▶ Budget constraints and lack of funding from donors;
- ▶ Lack of attention from the stakeholders;
- ▶ Lack of awareness;
- ▶ Lack of facilities and consumables;
- ▶ Lack of planning and poor timing;
- ▶ Lack of qualified trainers/instructors;
- ▶ Lack of interest on the part of trainees. (Many training programmes struggle because the trainees fail to see the value or benefits of training courses in ensuring personal success.) Trainees may leave sessions early or simply skip classes if they perceive them to be boring or of little value;
- ▶ Trainers' lack of ability to motivate trainees;
- ▶ Lack of training faculties, labs, workshops, training materials, and equipment;
- ▶ Less attention is paid to short-term training, and colleges do not undertake the task of registration;

- ▶ The level of education of trainees;
- ▶ Limited time and competing priorities: TVTs are continually working to prioritize sometimes overwhelming requests from Government and development partners;
- ▶ A low level of interest and negative attitudes on the part of trainees;
- ▶ Poor ICT infrastructure;
- ▶ Poor organization on the part of third-party partners who selected the trainees and sent them to the course/training;
- ▶ Returnee migrants would like financial support to be able to attend the training;
- ▶ The training does not deliver the outcomes the trainees need;
- ▶ Trainers lack skills in working equipment, facilities and are unfamiliar with TVET policy; and
- ▶ OSs are not updated.

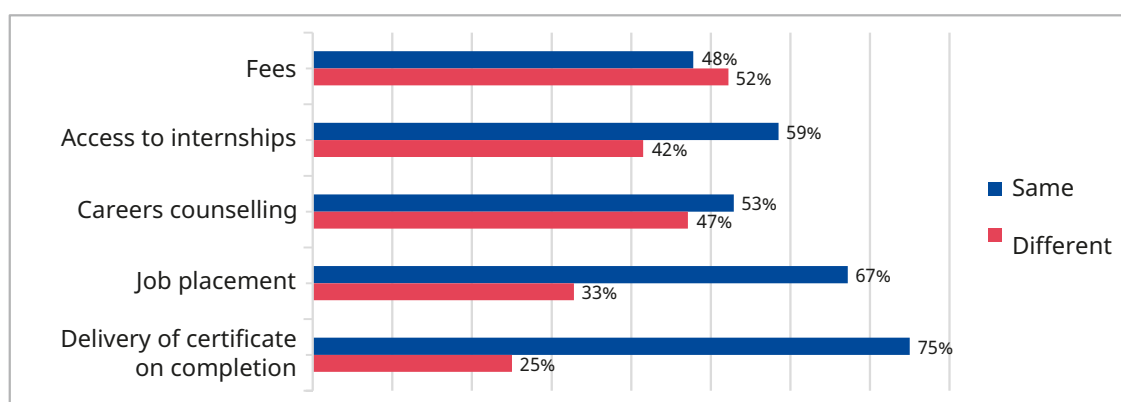
TVT providers rely on external quality assurance to maintain national and regional qualification standards. However, they also engage in internal quality assurance activities. This is the process necessary to ensure that training delivery and assessment practice are monitored to meet or exceed national/regional standards.

Our interviews have also confirmed the lack of quality and quality-assurance mechanisms in training delivery; ToT training; curricula and curriculum design; facilities, equipment, consumables, and teaching materials; and the certification and accreditation of providers. Moreover, as observed during the interviews, the lack of quality and quality-assurance mechanisms affects the public and the majority of private TVT providers. At least an Ethiopian National TVET Qualifications Framework (ENQF) exists, and competency-based training takes place, with private providers also involved. Most importantly, the TVT providers believe that competency assessment will improve the quality of delivery.

5.5 Accessibility and inclusion

Accessibility refers to the extent to which TVT is made available to all segments of society (MoSHE, 2020). This indicator measures how accessible the TVT system is for disadvantaged and vulnerable groups, including returnee migrants. This assessment aimed to determine how TVT providers manage training programmes targeting prospective or returnee migrants compared with their other programmes. Almost half of the TVT providers who participated in the survey reported differences in fees, internships, and careers counseling access. Roughly 47 per cent reported a difference in the fees collected. Public TVT providers usually provide training for returnee migrants without requesting a fee, as it is their responsibility to deliver the training in short-term training modalities. However, most of the time, the Government or NGOs refer returnee migrants to TVT providers for training as part of a particular intervention. In such cases, the TVT providers request assistance in providing training materials and benefit schemes for those involved in the training.

Figure 16: Training programmes targeting migrants as compared to the other programmes

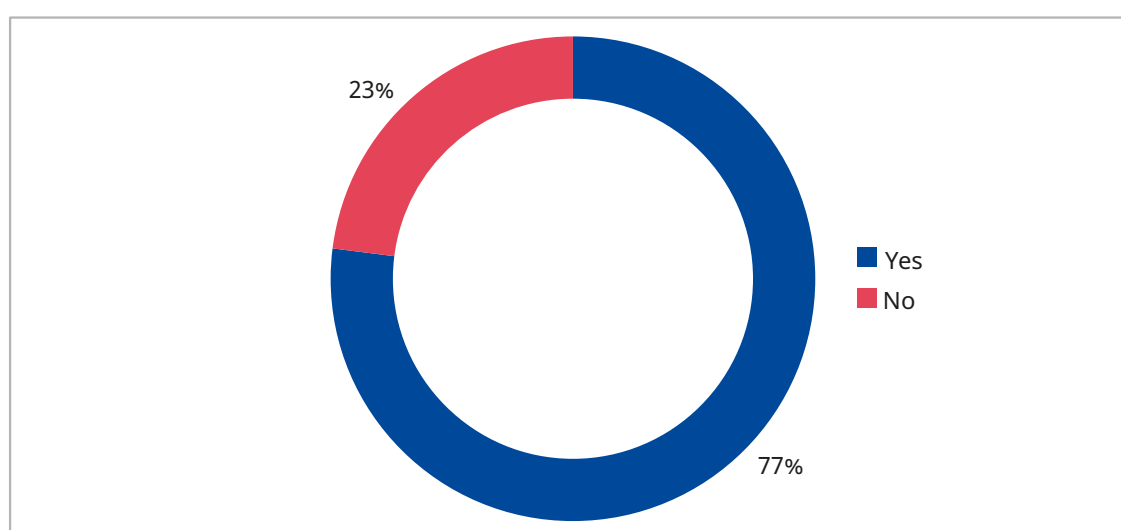


Source: Author's survey, 2021.

The government aspires to increase the proportion of female trainees in technical and vocational education and training institutions from 49.8 to 51 per cent, and in addition, it plans to increase the number of special-needs trainees in technical and vocational education and training from 1,365 to 1,443 (MoPD 2021).

As shown in Figure 17, the TVT providers mainly provide the same service in issuing certificates on completion of training (75 per cent), while the figure for job placement services was 67 per cent.

Figure 17: Invest to provide training for prospective and returnee migrants?



Source: Own survey, 2021.

More than 77 per cent of the TVT providers claimed that they were willing to invest in learning materials and infrastructure to provide specific training programmes for prospective and returnee migrants. Nevertheless, a significant number of those who participated in the study (23 per cent) said that they did not intend to invest in this area.

Table 9: Investment to provide training for prospective and returnee migrants by TVT Type

Ownership of the TVT provider	Willingness to invest	
	Yes	No
Public	75%	25%
Private	84%	16%
NGO	100%	

Source: Own survey 2021.

As shown in Table 9, all NGOs, 84 per cent of the private TVT providers, and 75 per cent of the public providers are committed to developing learning materials and infrastructure to provide specific training programmes for prospective and returnee migrants. Discussions with KIIs revealed that budgetary constraints and awareness problems are the main reasons for relatively low interest in investing by public TVT providers.

Our KIIs and FGDs revealed that returnee migrants do not approach TVT providers themselves. Either a Government organization or an NGO introduces them as part of a specific intervention. To participate in the regular training programmes organized by a Government body, they have to register as job-seekers in their respective *kebeles* [neighborhood administrations] and must be residents of the local area.

In this context, the TVT providers were asked to identify the main challenges to improving the accessibility of training programmes for returnee migrants. The following are the challenges listed by the TVT providers who participated in the survey:

- ▶ No or weak incentive schemes for trainers to take on additional responsibilities;
- ▶ Budget constraints and lack of funding for special programmes;
- ▶ Inappropriate and outdated learning materials;
- ▶ Inconsistent TVT policy and instructions (sometimes policies are not appropriately communicated);
- ▶ Lack of experience in managing trainees with a range of behavioural problems;
- ▶ Trainers' lack of experience training in technical and core skills delivery;
- ▶ Lack of trainers in some occupations to meet trainees' needs;
- ▶ Lack/absence of previous experience in providing training for returnee migrants;
- ▶ Little focus on TVT training programmes;
- ▶ Less value is ascribed to some occupations and, therefore, the related skills;
- ▶ Poor motivation, commitment, and interest on the part of trainers;
- ▶ Poor infrastructure and facilities (buildings, machinery, equipment, tools, workshops, labs, libraries);
- ▶ Shortage/absence of consumables for training delivery;
- ▶ The condition of the trainees (for example, psychological problems, need for an allowance, educational background, experience);

- ▶ The current situation of the country, i.e., conflict and internal displacement;
- ▶ Poor linkage between TVT providers and returnee migrants; and
- ▶ Unhelpful cultural values and beliefs of trainees and society at large, which discourage trainees from wanting to acquire certain skills.

More than 85 per cent of the TVT providers were willing to support returnee migrants in joining nationally accredited TVET programmes if they satisfied the entry requirements. The Ministry of Education determines the entry requirements, based on their Ethiopian General Leaving Certificate Examination result. The new TVET Policy and Strategy (MoSHE 2020) issued in November 2020 recommends setting entry criteria that consider the severity of trainees' disadvantage, vulnerability, and disability status to ensure equity in TVET.

Some 15 per cent of the TVT providers did not support returning migrants joining nationally accredited TVET programmes due to budgetary concerns. Additional reasons commonly stated were the lack of training materials, wrong community attitudes, and a belief that such provision is the responsibility of the Federal TVET Agency. Overall, TVET has not been made accessible to citizens as might have been expected (MoSHE 2020). TVT institutions should make their buildings accessible and offer training curricula suitable for people with particular disabilities. In some cases, they may require information on how to adapt tools and equipment.

The public TVT providers in Addis Ababa were not spread equitably across the various sub-cities (Tadesse and Medhanit 2015). In some cases, they were geographically inaccessible to trainees. Even those that were accessible were not attractive due to limited space, poor organization, and the presence of obsolete and dilapidated machinery and equipment. Most TVTs did not make adequate provision for training in core skills. Interviewees were indifferent to the official policy, stating that "the Government plans to focus on core skills training and remote areas beyond private institutions' capacity and outreach" (Tadesse and Medhanit 2015).

Ethiopia has organized its TVT policy around labour market demand. The country has relied on the involvement of businesses to create job frameworks. The Government has ensured that these frameworks are accessible and used to develop all training provided by any training centre, whether public, private, formal, or informal (UNESCO IIEP 2020).

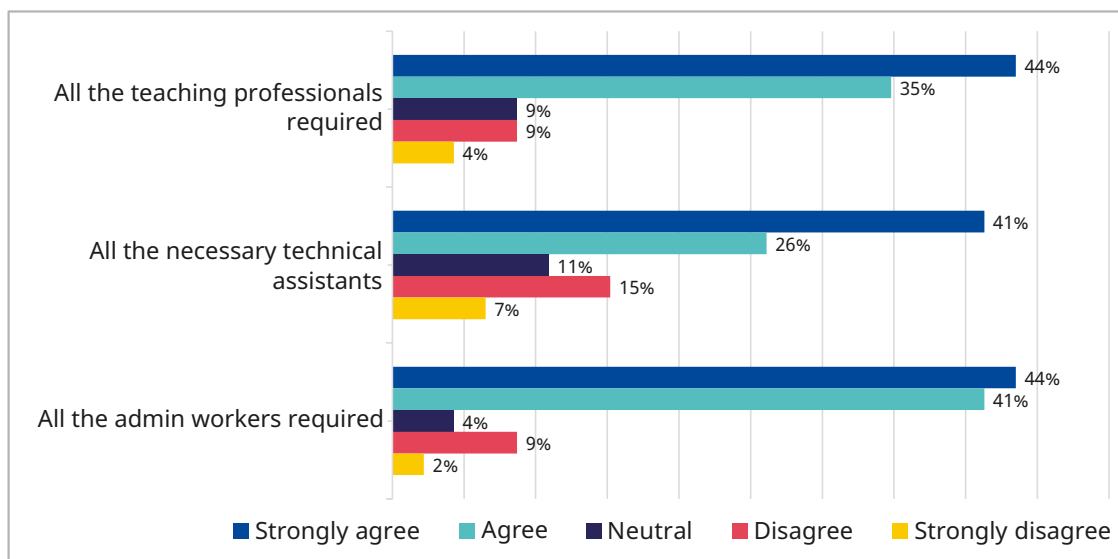
The Special Needs Education Strategy (2006) proposed that resource centres should also be established in secondary education, TVT organizations, and higher education "to identify learning barriers and support students with special educational needs and their teachers". However, actions based on this proposal have not been implemented (MoE 2016). With support from the ILO and the Ethiopian Centre for Disability and Development (ECDD), the Federal TVET Agency has prepared national guidelines for the inclusion of persons with disabilities in TVET. Trainees with disabilities are now admitted to 35 skills training centres in all regions of Ethiopia. The ECDD has supported the capacity building of five selected TVET institutions in the Amhara and Tigray regions with ILO/Irish Aid support. The ECDD collaborates with other partners to promote the inclusion of persons with disabilities in TVET and foster stronger links between TVET agencies and the labour market (ILO 2017).

In 2019 the Ethiopian Federal Technical and Vocational Education and Training Agency (TVET Agency) published the *Guideline for inclusion of people with disabilities in TVET*.⁷ It contains measures to enable people with disabilities to access centres and courses for vocational training. The TVET Agency, working with the NGO, Ethiopian Centre for Disability and Development (ECDD), supports the transition of these centres. By 2020, more than 30 state institutions had implemented the Guideline (ILO 2017). Despite the Federal TVET Agency's policy of disability inclusion, few of the 1,200+ TVET institutions accepted trainees with disabilities (ESSL 2019).

5.6 Staffing profile

TVT providers were asked to indicate their level of agreement regarding the availability of the staff required to implement their routine programmes. In response, 89 per cent claimed that they were adequately staffed with teaching professionals, while 67 per cent stated that there were sufficient technical assistants. The figure for administrative workers was 85 per cent. Figure 20 below sets out this information more clearly.

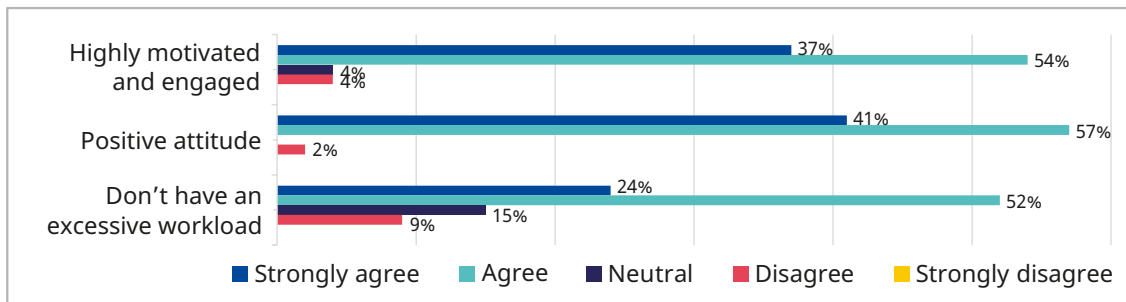
Figure 18: Staffing requirements



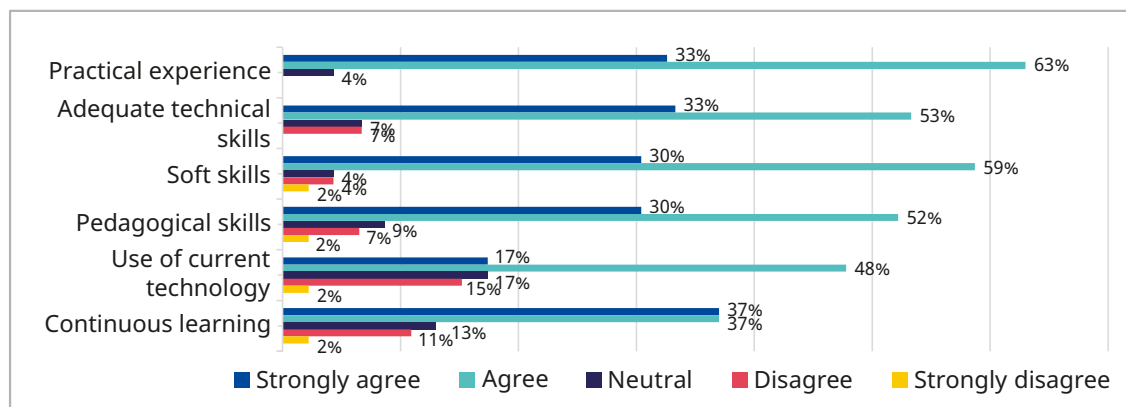
Source: Author's survey, 2021.

More than 91 per cent of the TVT providers stated that the trainers involved were highly motivated, engaged, and had a positive attitude. Almost all (98 per cent) claimed that their trainers had a positive attitude and had time to provide short-term training as their workloads were not excessive. In fact, 76 per cent of TVT providers claimed their trainers did not have excessive workloads. This should provide a promising opportunity to engage them to help returnee migrants. Figure 21 below summarizes the data for trainers' motivation, attitudes, and workloads.

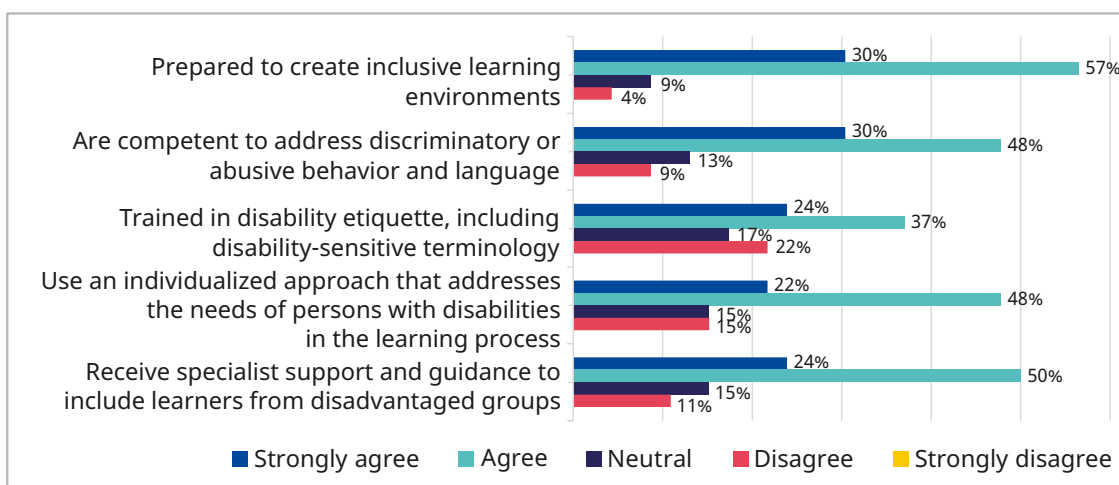
⁷ More information on Ethiopian ECDD guidelines can be found at: <https://www.ecdd-ethiopia.org/publication.html>.

Figure 19: Staff motivation and attitude

TVT providers were asked to share their thoughts concerning their trainers' experience, skills, and development. As highlighted in Figure 22, they reported that their trainers had the necessary practical experience (96 per cent), technical skills (88 per cent), core skills, and pedagogical skills (82 per cent). In addition, 65 per cent claimed that their trainers could use current technology adequately.

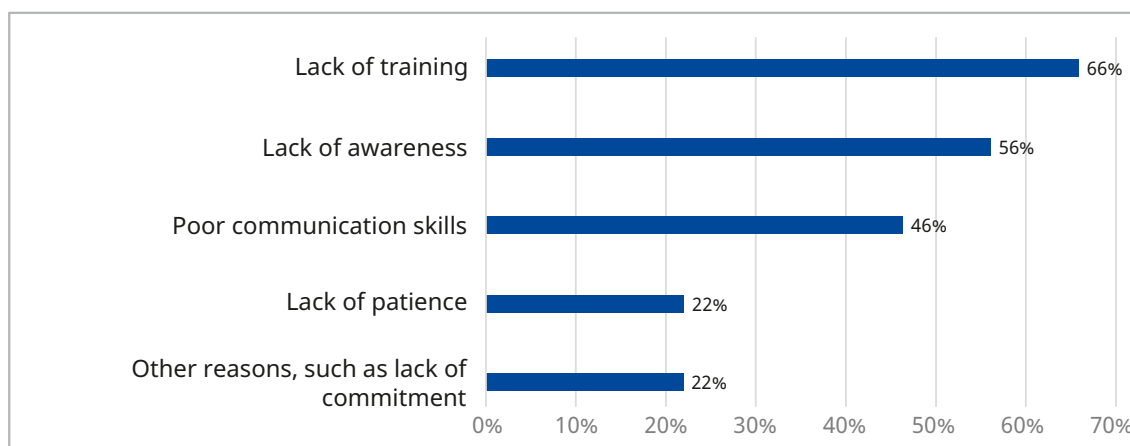
Figure 20: Staff experience, skills, and development

Roughly 74 per cent of the respondents reported that instructors or trainers had ongoing opportunities to update their knowledge, skills, and experience, although a considerable number (26 per cent) thought this was not the case.

Figure 21: Staff inclusiveness and support for disadvantaged groups

Around 87 per cent of the TVT providers reported that their staff was prepared to create inclusive learning environments, while 78 per cent stated that their trainers were competent to address discriminatory or abusive behaviour and language. However, 39 per cent reported that their staff was not trained in disability etiquette, including disability-sensitive terminology. The instructors adopted an individualized approach to address the needs of persons with disabilities in the learning process. Seventy-four per cent of the providers claimed that their staff received specialist support and guidance on how to include learners from disadvantaged groups.

As indicated in Figure 24, some trainers/instructors exhibited a limited capacity to support disadvantaged and vulnerable groups, including returnees, mainly because of a lack of training (66 per cent) and awareness (56 per cent). Other reasons were poor communication skills, lack of patience, and lack of commitment.

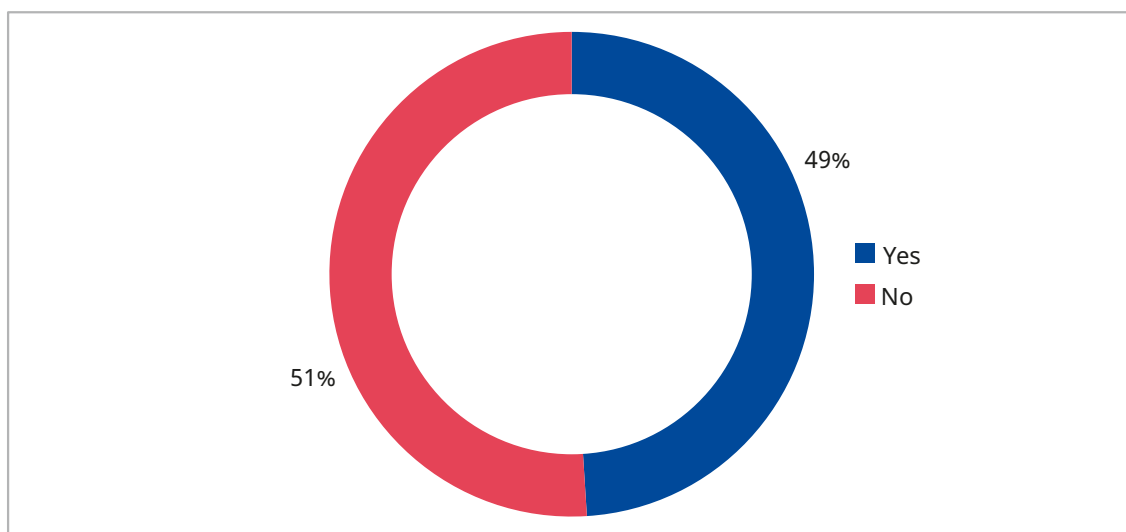
Figure 22: Why trainers have limited capacity to support disadvantaged /vulnerable groups

The TVT providers were asked to list the needs of trainers/instructors to identify, develop, and deliver quality training for returnee migrants. Survey responses on the training that is needed are summarized in the following list.

- ▶ Capacity-building training to support disadvantaged and vulnerable groups, including returnee migrants;
- ▶ Communication skills to communicate with vulnerable groups;
- ▶ Customer handling and entrepreneurial skills;
- ▶ ICT and digital technology skills for education and marketing;
- ▶ Foreign language skills;
- ▶ Mindset/ core skills training;
- ▶ Teaching methodology for technical and behavioural training; and
- ▶ ToT based on the identified skills gaps (core skills).

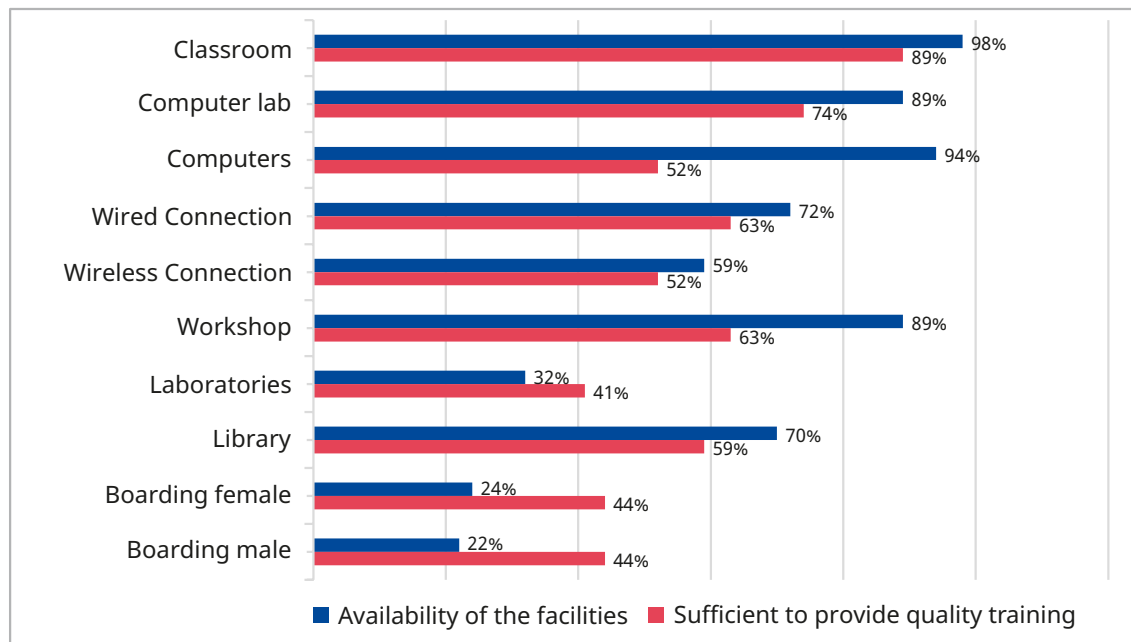
As shown in Figure 25, fewer than half of the TVT providers who participated in this survey had a person responsible for addressing the issue of disadvantaged and vulnerable groups, and in particular, returnee migrants.

Figure 23: TVT providers' responsibility for addressing the issue of vulnerable groups



5.7 Facilities, resources, and use of technology

TVT is a resource-intensive system. We, therefore, asked the TVT providers to share their thoughts on the availability of the necessary facilities and technology. Figure 26 below shows the status and availability of the facilities required to deliver quality training.

Figure 24: Availability of facilities**Figure 25: Food preparation workshop**

Almost all TVT providers reported that they had classroom facilities, and 89 per cent claimed that these were adequate to provide quality training. Around 89 per cent said they had a computer lab, with 74 per cent claiming that it was sufficient to provide quality training. In addition, 52 per cent of the TVT providers said they had enough computers to provide training. Fewer than 70 per cent reported that they had wired or wireless connections. Half claimed that they had an adequate connection for delivering training. Figure 26 above shows

that 89 per cent of the TVT providers had a workshop, though 63 per cent admitted that it was inadequate to provide quality training. Laboratories, libraries, and boarding facilities were more limited than expected, though agricultural TVT colleges usually have facilities to accommodate trainees who need boarding facilities.

Significantly, only 57 per cent of the TVT providers had facilities that were physically accessible for people with disabilities. Many (43 per cent) reported that their facilities were not easily accessible for physically challenged people (see Figure 28).

Based on our observations in some polytechnics and from FGDs, TVT providers were aware of the need to ensure that their premises were physically accessible. However, we identified considerable deficiencies. Some of the necessary interventions require substantial budgetary inputs.

Figure 26: Physical accessibility of facilities for people with disabilities

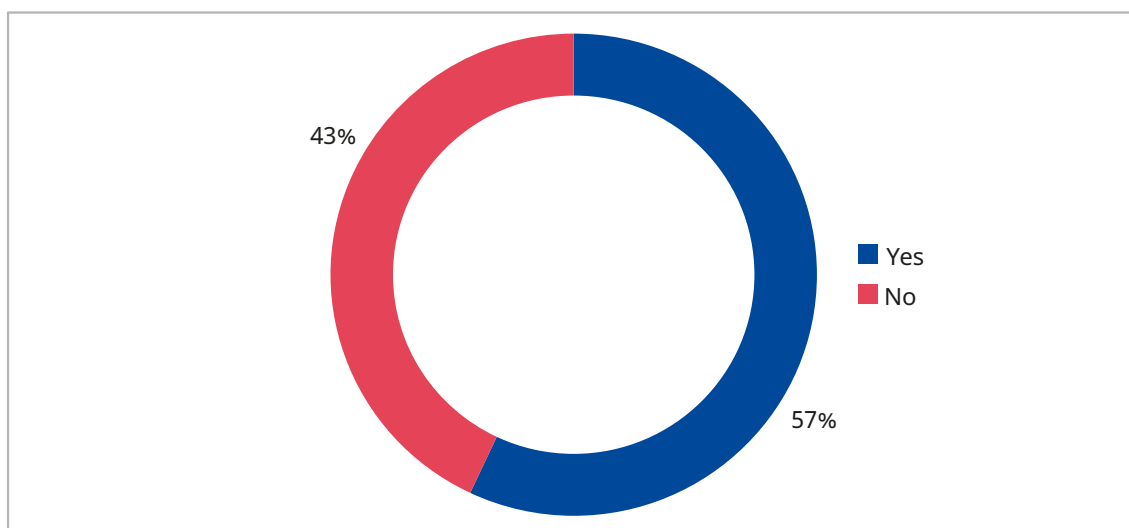
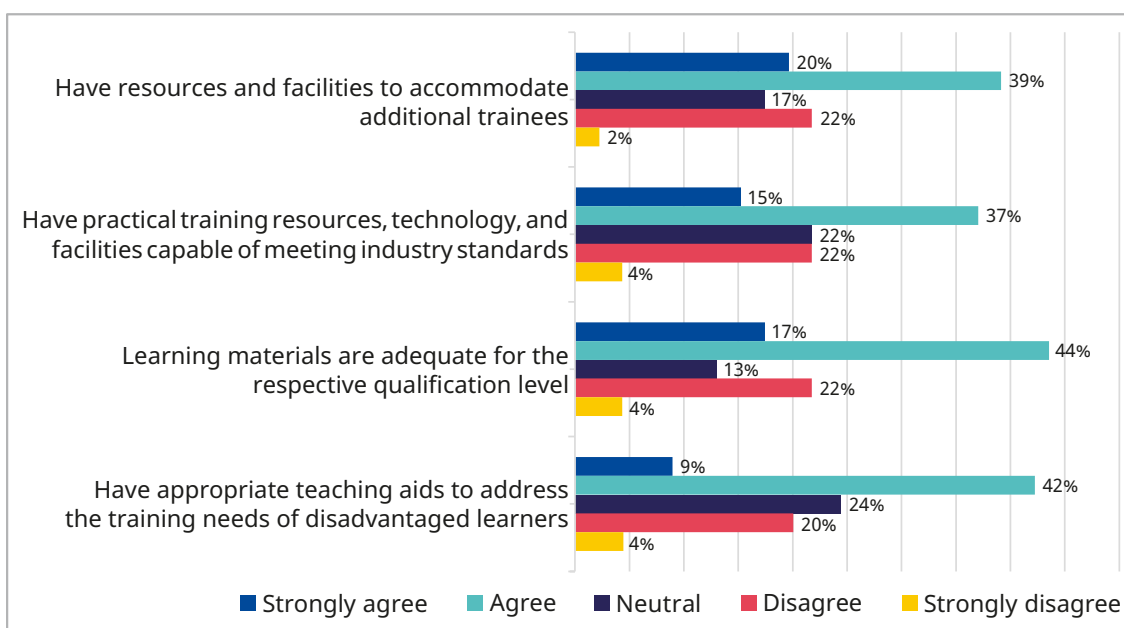


Figure 27 shows an example of the effort made by a TVT provider to make its classroom accessible for physically disadvantaged groups. This classroom was constructed many years ago without considering the needs of people with disabilities. Recently, students training in construction have worked to make it more physically accessible, though some of the facilities in this college still await improvement.

Figure 27: A classroom improved to make it accessible for physically challenged persons

Considering their requirements in terms of resources, technology, and facilities, TVT providers were asked to state the extent to which they would be capable of accommodating additional trainees, meeting industry standards, and deploying the teaching aids needed to address the training needs of disadvantaged learners.

More than half of the TVT providers reported that they had the resources and facilities to accommodate additional trainees, though a considerable number (24 per cent) said they could not. Only 52 per cent claimed they had the practical training resources, technology, and facilities required to meet industry standards. Some 22 per cent were neutral on this issue, and 26 per cent disagreed.

Figure 28: TVT providers' resources, technology, and facilities requirements

More than 25 per cent of the respondents believed their learning materials were inadequate for the respective qualification levels. Similarly, they were concerned about the appropriateness of their teaching aids to address the training needs of disadvantaged learners. The reasons given for the inadequacy of facilities, resources, materials, and learning tools were the poor quality of buildings (not initially constructed for TVT purposes), limited budgets and inappropriate implementation of budget policy, and lack of support from external parties such as NGOs.

Figure 29: A photocopying machine damaged by the conflict



At the same time, the ongoing conflict in different parts of the country is directly impacting TVT providers. Many TVTs in Northern and Eastern Amhara reported that their institutions were damaged, and machines were stolen. Telephone conversations with the directors of some of the institutions in Eastern Amhara revealed that almost all the colleges' facilities were degraded. However, these are areas where many returnee migrants are located that can rely on better infrastructure.

Figure 30: A damaged garment workshop

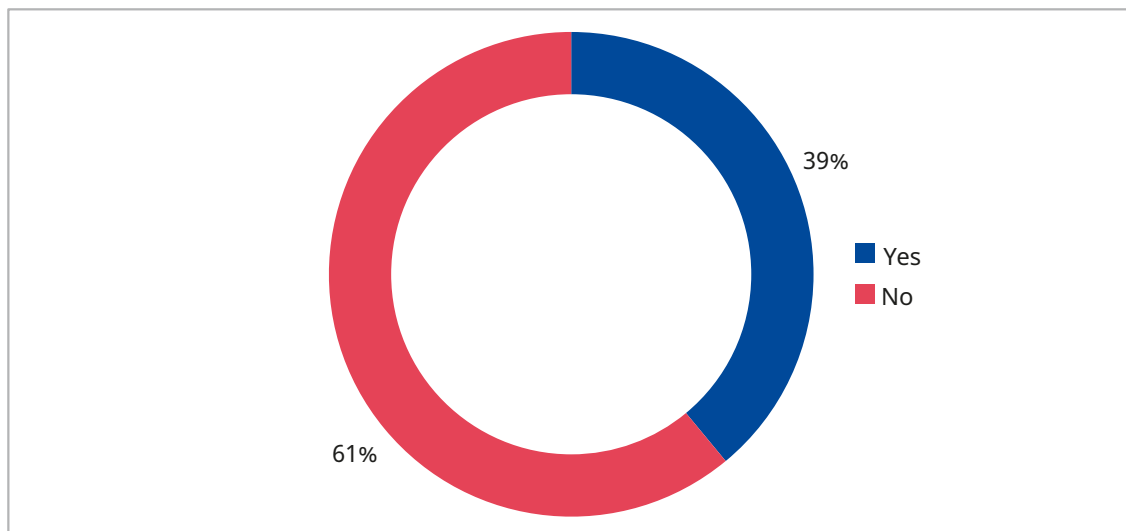


Figure 31: Damaged TVT workshops in Eastern Amhara



As shown in the above pictures, all TVT providers located in the conflict area have suffered damage, and some of their equipment has been stolen.

Our assessment explored whether the TVT providers use digital technology to deliver training and other services. As shown in Figure 35, fewer than 40 per cent do so. According to the FGDs and KIIs, most TVT institutions regard to email and social media platforms as digital technologies.

Figure 32: Does your TVT currently deliver training or services digitally?

Not all TVT institutions have a functional website. More private organizations have one, but it is not always accessible. For example, the web address of the HERQA for transparency (<https://herqa.edu.et/hej>) is not accessible. Overall, it is difficult to say that TVT providers use digital technology to promote their interests. The significant challenges faced by TVT providers in using current technologies for training or service delivery are the following:

- ▶ Lack of connection (depending on geographical location);
- ▶ Budget constraints on the internet and related charges;
- ▶ Cost of equipment, such as computers;
- ▶ Inconsistent electricity supply;
- ▶ Lack of Government capacity building;
- ▶ Lack of awareness;
- ▶ Lack of funds to digitalize the current training and service delivery;
- ▶ Lack of facilities;
- ▶ Lack of human resources with digital capability and awareness;
- ▶ Lack of good-quality computers;
- ▶ Lack of technological resources and facilities;
- ▶ Lack of standardized ICT infrastructure;
- ▶ Lack of training on how to use the technology;
- ▶ Lack of trust in digitalizing service delivery;
- ▶ Slow internet connection;
- ▶ Poor infrastructure;
- ▶ No data centre and server room;
- ▶ Poor provision of current technology in our college; and
- ▶ Poor internet access.

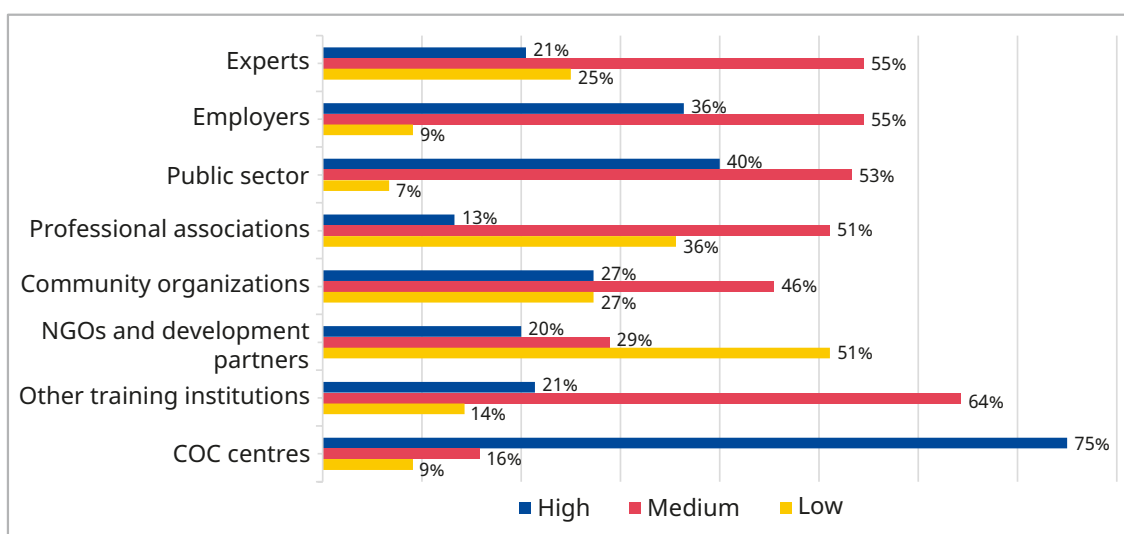
Almost all TVT providers have a Facebook or Telegram page and social media groups. As consultants, we tried to approach the TVT institutions via the established social media platforms, but no one responded to our requests. We received no acknowledgment except an automatic reply. It was difficult to confirm whether the pages concerned were official or not. Almost all TVT providers had an ICT department or IT support personnel, but it was not easy to find a TVT provider with a website providing information for trainees, potential trainees, and others who might request this information.

5.8 Partnerships

This indicator was used to assess to what extent the TVT providers build active partnerships with the private sector, public sector, society generally, and development partners. We focused on the extent to which the TVT providers used partnerships to evaluate and align with national curricula; facilitate employment and internship matching; draw on expertise; request in-kind or financial donations; propose new policies; promote student support; engage the community; create employment opportunities; select qualified students; ensure that staffs are trained; assess the impact of TVT providers on the national economy; and promote quality connections with industry.

Figure 36 shows the prevalence of partnerships between TVT providers and other stakeholders. The providers reported strong partnerships with COC centres, other training institutions, community organizations, and employers. On the other hand, their relationships with NGOs, development partners, and professional associations tended to be weak.

Figure 33: Partnerships with different stakeholders



The TVT providers gave the following reasons for the limited extent of such partnerships:

- ▶ Political instability;
- ▶ Lack of awareness of partnership possibilities and no common plan;
- ▶ Lack of COC centres and materials;
- ▶ Poor communication;
- ▶ Lack of Government coordination to facilitate relationships;
- ▶ Lack of experience, skills, and resources;
- ▶ Lack of a legal framework, finance, and commitment;
- ▶ Unwillingness of industries to admit trainees for cooperative training and market studies;
- ▶ Negative attitudes;
- ▶ Dependence on individual initiative;
- ▶ Less attention to the sector, budget constraints, communication barriers between stakeholders; and
- ▶ Inappropriate organizational structure;

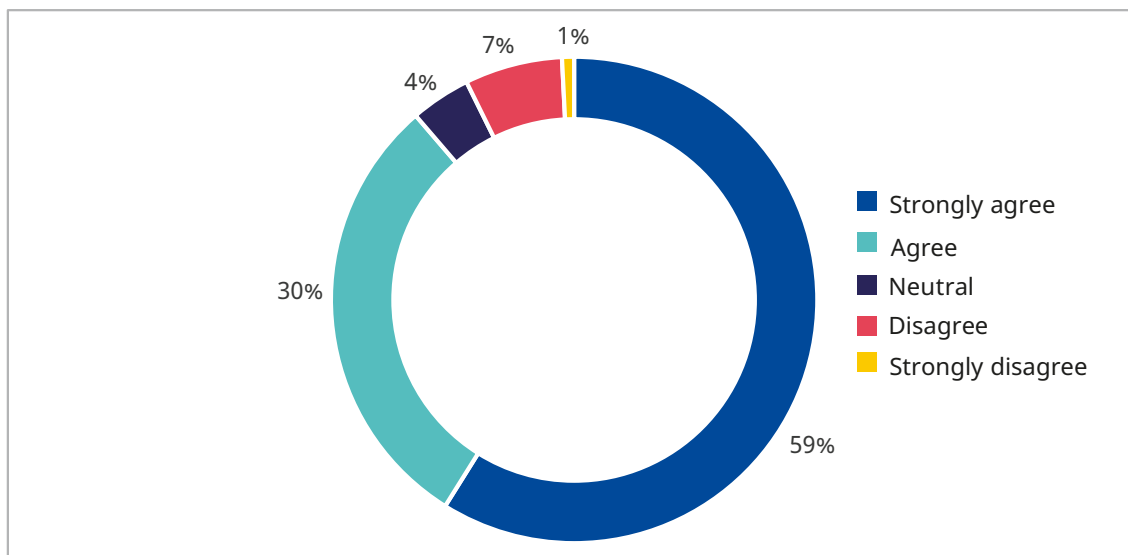
5.9 Governance

Ethiopia has a federal system of government comprising eleven regions, including the newly established South West Region (November 2021). As a result, the Ethiopian TVET system is decentralized. The regions have full responsibility for managing TVT institutions, though the Federal TVET Agency provides support and initiates nationwide standards. Many experts believe Ethiopia's TVT system needs Government intervention to overcome the many challenges it currently faces. More specifically, the Ministry of Labour and Skills is calling for better-quality TVT, both formal and non-formal; improved responsiveness to the needs of the labour market; the establishment of outcome-based approaches; and the promotion of medium-sized and small enterprises using new technologies. The Ministry of Labour and Skills assumes responsibility for formulating policies, strategies, and guidelines, which the various regional bureaus are required to implement. The regional bureaus are responsible for administering and managing TVT and teacher training programmes.

The ENQF was developed in 2007 by the Ministry of Education. In 2010, the Higher Education Strategy Centre, now called the Education Strategy Centre, was mandated to coordinate the process of developing and implementing the ENQF in close collaboration with the Ministry and other relevant agencies. In 2012, the Council of Ministers passed Regulation Number 276/2012, which gave the Education Strategy Centre the responsibility to develop the ENQF, evaluate its implementation, and report to the Ministry. The ENQF was designed to address challenges relating to access, quality, relevance, and equity in the education system and the lack of links between different education sub-sectors, following the Ethiopian Technical and Vocational Education and Training conceptualization Qualifications Framework (TVETQF). With the creation of the ENQF, it was envisaged that the TVETQF would be integrated into an overarching framework.

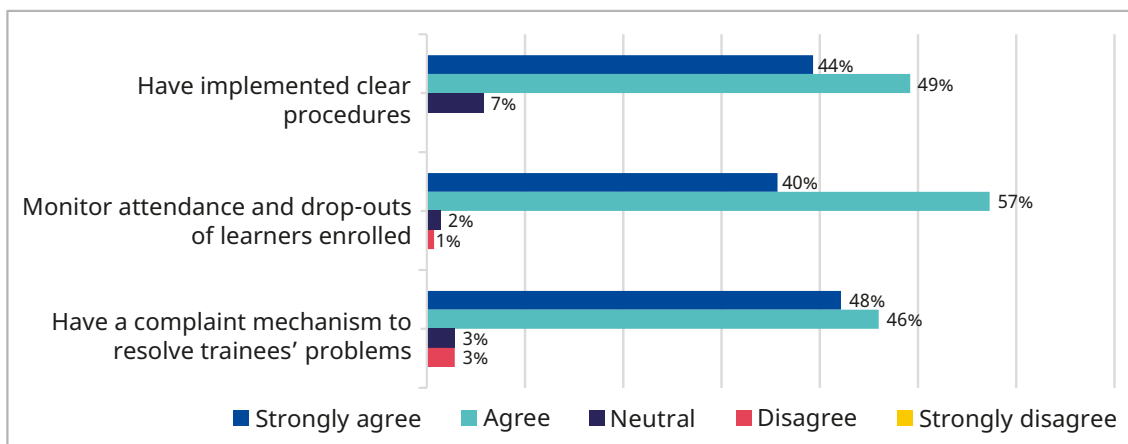
As shown in Figure 37, 89 per cent of the TVT providers who participated in the survey claimed that they had a clear and functional management structure and that the roles and responsibilities of the departments were well defined.

Figure 34: Extent to which TVT providers have a functional management structure



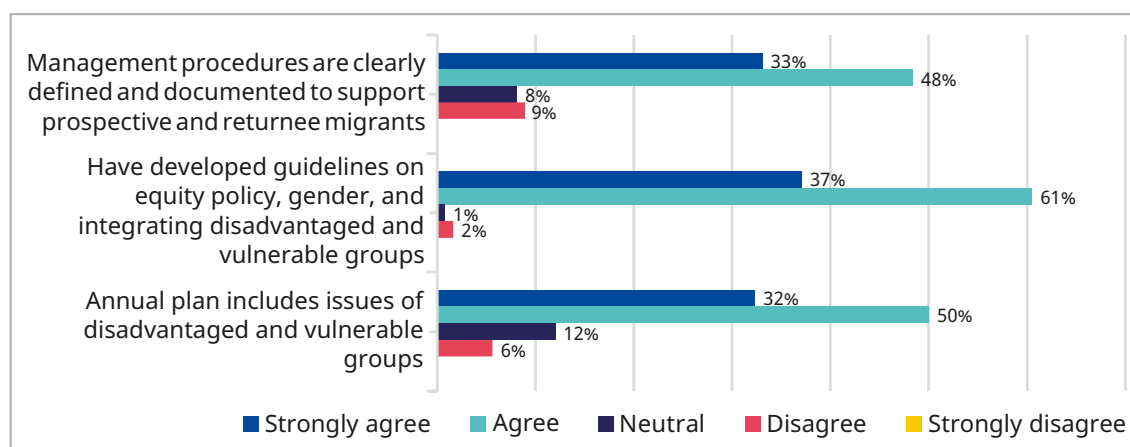
TVT providers were asked to state the extent to which they implemented procedures for admission, enrolment, course registration, feedback and complaints, and graduation. More than 93 per cent indicated that they had clear guidelines. They added that they regularly monitored, documented, and reported attendance and drop-outs of the learners enrolled. Almost all TVT providers (96 per cent) said they had a complaint mechanism to deal with trainees' problems. However, in an FGD, we learned that there are structural problems in some areas of the TVT system that need to be addressed.

Figure 35: Management procedures implemented by TVT providers



Similarly, 81 per cent reported that their management procedures were clearly defined and documented to support prospective migrants and returnee migrants.

Figure 36: Focus on disadvantaged and vulnerable groups, including returnee migrants



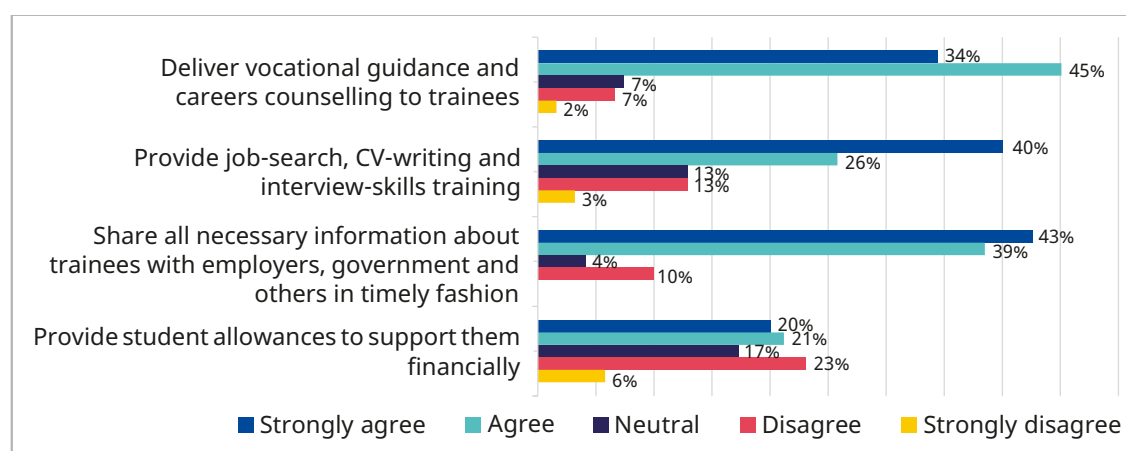
Almost all TVT providers (97 per cent) said they had developed guidelines concerning equity, gender, and integrating disadvantaged and vulnerable groups. One of the six core agendas covered by the TVET Policy and Strategy (MoSHE 2020) is TVET relevance, quality, equity, and access. The document states that equity in TVET relates to the extent of the opportunities provided for all those meeting the requirements, regardless of sex, disability, financial background, place of residence, and other factors. In this regard, the efforts made to ensure equity in the TVET system have not fully achieved the desired results (MoSHE 2020).

More than 80 per cent of the TVT providers reported that they had included the issue of disadvantaged and vulnerable groups in their annual plans.

5.10 Support services

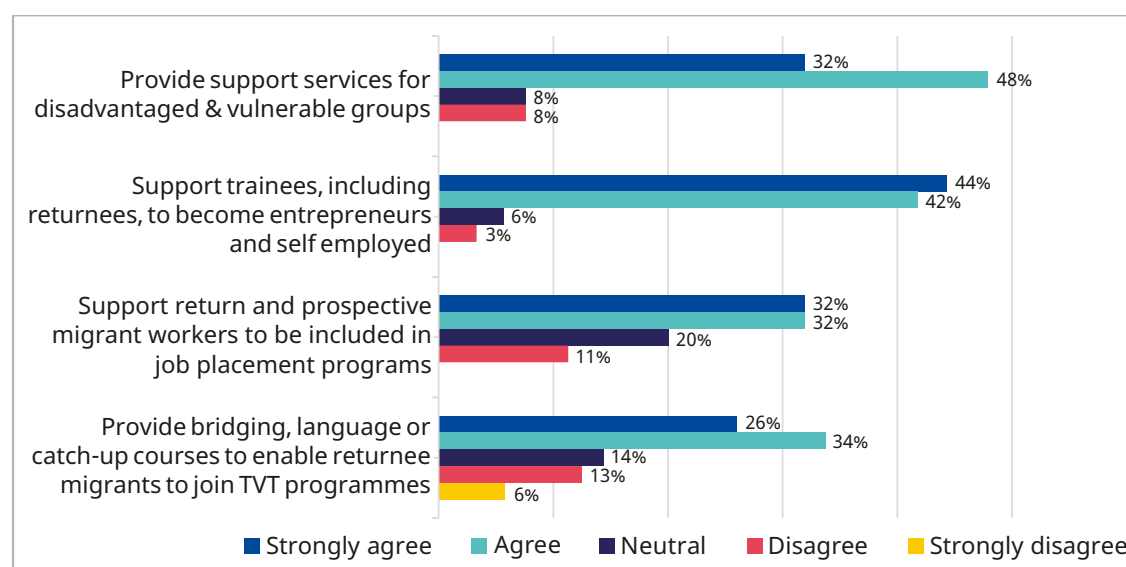
This section is concerned with the assistance available to migrant returnees. We explored learner participation in job-placement programmes, CV-writing and interview skills training, networking, vocational guidance before, during, and after training, and support for entrepreneurship.

Overall, 89 per cent of the TVT providers reported they delivered vocational guidance and career counseling to trainees. They said they provided job search, CV-writing, and interview-skills training.

Figure 37: TVT providers' support services for trainees

In addition, more than 90 per cent reported that they shared all necessary information about their trainees with employers, the Government, and other interested parties in a timely fashion. However, less than half of the TVT providers stated they provided the student with allowances to support them financially.

Around 80 per cent of the TVT providers who participated in the survey stated that they provided support services for disadvantaged and vulnerable groups, while 86 per cent assisted trainees, including returnees, who wanted to become entrepreneurs or be self-employed.

Figure 38: TVT providers' support services to returnee migrants

Only 64 per cent of the TVT providers who participated in the survey said they supported returnees and prospective migrant workers to be included in job placement programmes. Similarly, only 60 per cent provided bridging, language, or catch-up courses to enable returnee migrants to join TVT programmes.

6. Conclusions

1. There are roughly 2,361 TVT providers in Ethiopia (97 polytechnics, 898 colleges, 289 institutions, and 1,077 short-term training centres). The majority of providers (1,579) are private, focusing on short-term training. The public TVT providers number 733, while the remaining 49 are NGOs. Addis Ababa, Amhara, and Oromia account for approximately 78 per cent of all TVT providers. In Addis Ababa, there are six polytechnics, 101 colleges, seven institutions, and 525 short-term training centres, of which 14 are public, 615 are private, and ten are NGOs. In the Amhara Region, there are 23 polytechnics, 169 colleges, and 294 short-term training centres, of which 113 are public and 372 private, and 1 is an NGO. Oromia Region has 36 polytechnics, 323 colleges, 228 institutions, and 138 short-term training centres, of which 434 are public, 285 are private, and six are non-profit organizations.
2. TVT providers come under the Ministry of Labour and Skills in the new structural arrangement introduced by the Government. The Ministry is currently restructuring the various institutions. The system is decentralized, with regional TVET bureaus reporting directly to their respective regional governments. The Federal TVET Agency provides direction and support to the regional TVET bureaus, which are mandated to implement the TVT system in their respective regions. The Federal Government is currently focusing on assisting regional authorities in ensuring that the TVT system operates appropriately in public and private TVET institutions.
3. Returnee migrants and TVT providers do not have direct contact or relationships. Trainees join the TVT providers' programmes on the initiative of third parties, which provide support for trainers and participants. Traditionally, the Ministry of Labour and Social Affairs has assumed this responsibility in collaboration with civil society organizations.
4. The majority of TVT providers in the regions covered can provide – and have previously provided – short-term training programmes, including for potential migrants and returnees.
5. The target groups of private and NGO TVT providers depend on the nature of the establishment concerned. Private providers aim to generate profit and run programmes targeting those who can pay the tuition fees. Consequently, they focus on low-investment programmes for which there is a high demand in such areas as business, ICT, and health. The majority of private providers showed little interest in reintegrating returnee migrants. This is because they believe their programmes do not fit the needs of return migrants, and they don't want to incur costs in doing so.
6. If all public TVT providers in Addis Ababa, Amhara, and Oromia were mobilized, they could cater to more than 10,000 trainees in a single programme.

7. Most short-term training materials are prepared in English. However, some modules targeting migrants are in the local language, although the translations are not satisfactory. For the purposes of training delivery, trainers use both English and the local language.
8. More than 600 occupational standards (OS) have been developed in Ethiopia. These standards are the basis for designing the curricula or training programmes used. Most short-term programmes designed by TVT institutions consist of one or more units of competency. TVT providers have adopted adult teaching methods, allowing participants to experience hands-on activity. However, there are difficulties following this approach consistently because of a lack of instructors with practical experience, a lack of equipment, tools, and consumables, poor teaching materials, and high numbers of trainees per session.
9. In short-term training, TVT providers carry out pre-and post-training evaluations. To obtain competency certification, trainees have to undergo a COC assessment. COC-centre assessments are based on the relevant curricula and OS. However, many interviewees pointed out that the assessment process for short-term training participants is often much delayed; assessment methods are not appropriate, and the materials required may be lacking. The process is costly, with the participants needing to pay the fees.
10. TVT providers deliver core and entrepreneurial-skills courses for returnee migrants, but there should be more focus on this aspect, taking into account trainees' circumstances and needs. Following special training organized by the Government or NGOs, previous experience shows that returnee migrants find employment opportunities mainly in construction, industrial occupations (textiles and garment-making), and the hotel sector. Yet, most returnee migrants choose to start a business, individually or in groups.
11. With regard to market-responsiveness, employers complain that TVT graduates do not meet the practical requirements of the labour market. The lack of commitment and focus in designing new programmes, infrequent review of OSs, inadequate and outdated equipment, TVT trainers' lack of industry experience, the weak linkage between industry and TVT providers, and poor training infrastructure are all the primary reasons for the TVT system failure to respond to labour market demand.
12. The survey found that core skills required by the labour market aren't adequately integrated with TVT providers' curricula/training programmes. The OSs neglect the need for core skills, and this is reflected in the curricula and training delivery.
13. As the TVT system provides for very flexible updating, TVT providers can open new programmes or phase out existing ones by referring to the official labour market study and changes in the OSs. However, the labour market study is carried out only every five years, and the OS are revised even less frequently. As such TVT providers aren't able to follow clear market orientation based on current and emerging needs. Short-term training programmes are more likely to be updated, as these have to meet the requirements of donors or project owners.

14. TVT providers are willing to accept returnee migrants who meet the entry requirements. Many returnees, however, lack the requirement.
15. Autonomous regional competency assessment centres deliver level-based certification, including. For those who attend short-term training programmes, competence-level certification is issued. TVT providers issue certificates of attendance or participation to trainees.
16. Competency assessment centres are responsible for recognizing prior learning (RPL), including returnee migrants, yet most returnee migrants are unaware of it.
17. The Government awards accreditation to TVT providers, authorizing regional TVET bureaus to implement a fair and sensible licensing, accreditation and quality-assurance system to recognize the delivery of TVT by the private sector.
18. Public TVT providers enjoy a good level of credibility and recognition. Trainees and society at large have greater trust in public – as opposed to private – providers.
19. One of the significant issues with Ethiopia's TVT system is the lack of an adequate quality-assurance system (MoSHE 2020). However, TVT providers do not conduct satisfactory quality assurance exercises. The major obstacles to guaranteeing high-quality training programmes are deficiencies in infrastructure, equipment, the programmes themselves, and the instructors.
20. Accessibility for disadvantaged and vulnerable groups remains poor despite attempts by TVT providers to make their programmes accessible to disadvantaged groups.
21. TVT providers report that they have enough trainers for each specialization. However, we found that trainers lack the relevant knowledge, skills and capabilities, in particular pedagogical skills, core skills, and skills for dealing with special groups. They have an adequate number of administrative personnel. The abilities of teachers and staff naturally determine the quality of the training delivered.
22. In general, the resources, technology and facilities used to deliver the training are not up to date. TVT providers are still using ancient machinery and equipment which does not meet present-day industry standards. ICT is not integrated into TVT delivery as might be expected.
23. The Amhara National Regional State (ANRS) Technical Vocational and Enterprise Development (TVED) Bureau pointed out that the ongoing conflict in the northern part of Ethiopia has significantly affected the infrastructure and properties of TVT providers in the region. Most of the training materials, machinery, and infrastructures of TVT providers in the conflict area have been lost, including those supplied by the ILO.
24. TVT providers are not taking full advantage of partnerships to evaluate their curricula, facilitate employment and internships, involve industry experts in their systems, request in-kind or financial support, promote student support, create employment opportunities for trainees or encourage industry connections. Around 60 per cent of providers do not develop new training programmes for lack of good industry partnerships.

25. The TVT providers have a clear and functional management structure, and the roles and responsibilities of the different departments are defined. They regularly monitor, document, and report enrolled learners' attendance and drop-out rates. They have complaint mechanisms for dealing with trainees' problems.
26. Tracer studies are conducted and shared with regional bureaus, yet data is not sufficiently disaggregated to draw management decisions.
27. Many TVT providers deliver vocational guidance and careers-counseling services to trainees. They provide job search, CV-writing, and interview-skills training. They share all necessary information about trainees with employers, the Government, and other stakeholders quickly. However, TVT providers do not provide financial support to trainees.

7. Recommendation to support skills development and employability for return migrants in Ethiopia

Based on the 2022 “Assessment of the capacity of selected technical and vocational training providers to deliver on-demand skills programmes to potential migrants and returnees in Ethiopia”

Outcome: increased institutional capacity to design and ensure quality training strategies and programs that are inclusive of return migrants

Recommendation: Provide training to the staff of the Ethiopian Ministry of Labour & Skills to design, implement and monitor responsive a strategy inclusive of return migrants in line with TVET Policy and strategy currently being revised and

Recommendation: Support harmonization and enforcement of the federal and regional mandatory requirements and standards to ensure quality of training consistency among TVT providers in the different regions

Recommendation: Provide awareness-raising on the importance of the reintegration of returning migrant workers among national institutions and the budgetary constraints that prevent TVT providers from delivering short term training to return migrants.

Recommendation: promote increased coordination between parent ministries/regulatory bodies for the different actors involved in TVT under the Ministry of Labour & Skills leadership

Recommendation: support the updating (or creation?) of occupational standards for the identified occupations to correspond more closely to the needs of the Ethiopian labour market.

Outcome: increased capacity of TVT providers to implement quality training and programs

Recommendation: Provide TVT providers with the necessary machinery, tools and consumables to conduct training in the identified occupations.

Recommendation: Conduct training of trainers for TVT staff to have increased capacity to deliver core skills, financial literacy, entrepreneurship training

Recommendation: Conduct training of trainers for TVT staff have increased capacity to deliver up to date technical training for the identified occupations

Recommendation: Conduct training for TVT staff on delivering learner-centered inclusive training programs in line with the national TVET Policy and Strategy

Recommendation: Conduct regular district level market survey to help TVT providers design market driven skills training and skills needs anticipation

Recommendation: Conduct training for TVT management and tracers study to support TVT providers ability to enforce quality assurance and monitoring of training delivery quality

Recommendation: support TVT providers using existing occupational standards to develop training programs that to correspond more closely to the needs of the Ethiopian labour market.

Recommendation: Support translation of training materials from English into the local language.

Outcome: increased capacity of TVT providers to develop training programs to facilitate the sustainable reintegration of returnee migrants

Recommendation: Support TVT providers in conducting training needs assessment for return migrant needs

Recommendation: produce Standardized teaching materials targeting returnee migrants, and support review and adaptation to the local context b assessors, trainers, and industry experts.

Recommendation: Conduct training of trainer for TVT staff on delivering learner-centered training programs for return migrants that haven't completed secondary education

Outcome: Return migrants have Increased access to vocational training

Recommendation: support awareness raising among return migrants about vocational training opportunities

Recommendation: Work with Ministry of labour and TVT providers to lower entry requirements for return migrant workers that have gained skills and experience abroad in line with TVET Policy and Strategy (2020) that recommends setting entry criteria that consider the severity of trainees' disadvantage, vulnerability, and disability status to ensure equity in TVET

Recommendation: support development of digital learning through instructional videos for some standard units of competency, enabling return migrant trainees to progress at their own pace. These videos could be made available online and offline using different platforms

Recommendation: Support registry of migrant workers as job-seekers in their respective *kebeles* to participate in the regular training programmes organized by a Government body

Outcome Strengthen the Recognition of Prior Learning mechanism for return migrants

Recommendation: continue supporting the creation of a national policy and processes for recognition of prior learning for migrant workers as per the recently drafted guideline for skills recognition in Ethiopia

Recommendation: Work with COC to support capacity building of RPL assessors, lower the cost of the assessment, provide (training?) to facilitate certification.

Recommendation: increase awareness of return migrants about COC examination opportunities

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