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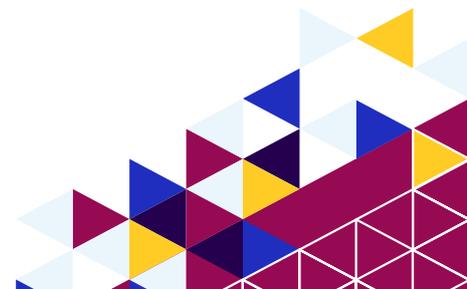


► Turkana County integrated labour market assessment

Supported by



Kingdom of the Netherlands





▶ **Turkana County
integrated labour
market assessment**

February 2022

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A report about Integrated Labour Market Assessment of Turkana County commissioned by the International Labour Organization (ILO), together with the World Bank, International Finance Corporation, United Nations Children's Fund and United Nations High Commissioner for Refugees.

► Foreword



Turkana County Government recognises refugees and host communities as key constituents in promoting the county's socio-economic development. In 2018, the Turkana County Government launched the Kalobeyei Integrated Socio-Economic Development Program (KISED), a strategy document providing a roadmap to social-economic integration of refugees and host communities. The KISED provides a framework to manage the presence of approximately 180,000 refugees (40% of the population of Turkana West) in a manner that benefits both the refugees and their hosts. KISED aspirations are consistent with the Comprehensive Refugee Response Framework and the Partnership for Improving Prospects for Host Communities and Forcibly Displaced Persons (PROSPECTS) with support from the Government of the Kingdom of the Netherlands. The International Labour Organisation (ILO) through the PROSPECTS partnership targets to stimulate a job rich labour market with vibrant economic sectors creating

opportunities for host communities and refugees. To deepen this intervention, the ILO in collaboration with the Turkana County Government commissioned an Integrated Labour Market Assessment which provides important findings that will support both the county and national government, and development partners to identify and harness opportunities for stimulating labour demand and enhance sustainable socio-economic integration of refugees and host communities in the county.

Turkana County has a youthful workforce, majority of whom are under 40 years of age with less than five years of work experience. Seventy percent of the workers have at most middle-level college education, and only thirteen percent have university level education. The County also has low uptake for vocational training, and about one in every four of the workers possess simple skills for elementary occupations. Gender gap in employment is widespread, with male workers dominating employment in most sectors. Female workers comprise of half the workers in the service, shop and market sales category, which are relatively lower-level occupations with low earnings. The County has a vibrant informal sector with about 99 percent of the workers being engaged in the microenterprises in wholesale and retail trade, and the motor vehicle and motorcycle repair sub-sector.

The formal and informal sector in Turkana County have potential to create employment, strengthen livelihoods and promote economic opportunities for refugees and host communities. The greatest potential for the formal sector is with the private sector while for the informal economy the potential is in accommodation and food service activities; professional, scientific, and technical services; information and communication; agriculture, forestry and fishing; wholesale and retail trade; motor vehicle and motorcycle repair sectors. The employment opportunity is visible in all the six sub-counties in the County. Skill demands for the formal sector is envisaged to shift from legislators, administrators and managers to professionals; technicians and associate professionals; craft and related trades; and elementary occupations. The extractive sector particularly the oil, gas and mining industry will require welders, pipe-fitters, drilling and servicing labourers, truck drivers and heavy equipment operators. Others are geologists and geophysicists, petroleum engineers, process engineers and operators, and managers specialising in oil, gas and mining.

To exploit these employment creation opportunities, the County Government will partner with private sector and development agencies to provide skills training in management and marketing, innovation, technology adoption and diffusion, pricing and customer service to the informal sector operators. It will also increase investment in technical and high-return occupations through on-the-job training with certification, lifelong learning with certification, and recognition of prior learning. The skills training will be integrated in the technical and vocational education and training to make them more attractive, effective and sustainable. All the training will be made gender-responsive, with equitable access to refugees, host communities and marginalized groups.

Formalisation of informal enterprises remains an important pathway through which the informal micro, small and medium enterprises can achieve vertical growth and generate increased employment and livelihood opportunities. The county government will undertake broad-based awareness creation and sensitization activities on potential benefits of formalization. It will also promote participation of the informal

economy operators in public procurement. The county government will partner with the private sector and development partners to provide decent workspaces, sanitation and other forms of infrastructure for use by informal economy operators. It will also develop and implement a mechanism for integrating the informal enterprises' infrastructural and financial needs in the county's physical and fiscal planning activities. To address the county's large missing-middle problem, the county government will partner with the National Industrial Training Authority (NITA), Micro and Small Enterprise Authority (MSEA), private sector and development partners to design and provide business incubation services to informal firms with innovative and bankable ideas. The support services will include provision of grants, credit guarantees and low interest loans.

I wish to reiterate the commitment of my government in working with the private sector, the ILO and other development partners in implementing recommendations contained in this report. I urge for an equally higher level of commitment, inclusivity, and participation of partners in its implementation, monitoring, evaluation, and learning. May I thank the ILO for being a reliable and consistent partner in these processes.

A handwritten signature in black ink, appearing to read 'J. Koli Nanok', written on a light-colored background.

His Excellency, Hon. Josphat Koli Nanok - EGH
Governor of Turkana County

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► Abbreviations and acronyms

CBO	Community-based organization
CI	Committee of Inquiry
CIDP I	County Integrated Development Plan I (2013–2017)
CIDP II	County Integrated Development Plan II (2018–2022)
CIDP	County Integrated Development Plan
COTU-K	Central Organization of Trade Unions (Kenya)
COVID-19	Coronavirus Disease 2019
CSO	Civil society organization
DOSHS	Directorate of Occupational Safety and Health Services
FGD	Focus group discussion
FKE	Federation of Kenya Employers
GCR	Global Compact on Refugees
GoK	Government of Kenya
ICT	Information and communications technology
IFC	International Finance Corporation
ILO	International Labour Organization
IMF	International Monetary Fund
KCRP	Kenya Comprehensive Refugee Programme
KII	Key informant interview
KISED	Kalobeyei Integrated Socio-Economic Development Plan
KNQA	Kenya National Qualifications Authority
LAI	Labour Administration and Inspection
MoL&SP	Ministry of Labour and Social Protection
MSEA	Micro and Small Enterprise Authority
MSME	Micro, small and medium-sized enterprises
MTP I	Medium Term Plan I (2008–2012)
MTP II	Medium Term Plan II (2013–2017)
MTP III	Medium Term Plan III (2018–2022)
NEA	National Employment Authority
NGO	Non-governmental organization
NITA	National Industrial Training Authority
NLB	National Labour Board
NPCC	National Productivity and Competitiveness Centre
NSSF	National Social Security Fund
OAU	Organization of African Unity
PII	Personal in-depth interview

PLwD	Persons living with disabilities
RAS	Refugee Affairs Secretariat
SDG	Sustainable Development Goal
SDL	State Department for Labour
SDSP	State Department for Social Protection
SGBV	Sexual and gender-based violence
TVET	Technical and vocational education and training
TVETA	Technical and Vocational Education and Training Authority
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children’s Fund
VTC	Vocational training centre
WC	Wages Council

► Executive summary

Background

Turkana County is home to Kakuma Refugee Camp and Kalobeyi Integrated Settlement with, respectively, an estimated refugee population of 160,000 and 60,000 persons. The situation has been protracted since the early 1990s, with the refugees having children and grandchildren born in the camps. Kenya operates an encampment policy where refugees are confined and receive humanitarian assistance within the camps. The policy has denied the refugees space to actively participate and engage in Kenya's labour market, including participation in Turkana County's labour market. The Turkana County Integrated Development Plan II (2018–2022) recognizes refugees as a key constituent contributing to the growth and development of the county. Both the Kalobeyi Integrated Socio-Economic Development Plan I (2018–2022) and the Turkana County Integrated Development Plan II (2018–2022) aspire to the integration of refugees with the host communities for mutual benefit of the county and the inhabitants. The two development blueprints also focus on building skills and increasing the capacities of refugees and host communities to engage effectively and benefit from existing employment and livelihood opportunities. The county's policy aspirations towards refugees is consistent with the Comprehensive Refugee Response Framework. This framework is anchored on improved access to labour markets as a means of enhancing livelihoods and self-reliance for both refugees and host communities.

About the project

The International Labour Organization (ILO), together with four other agencies, namely the World Bank, International Finance Corporation, United Nations Children's Fund and United Nations High Commissioner for Refugees is implementing the Partnership for Improving Prospects for Host Communities and Forcibly Displaced Persons (PROSPECTS). It aims to increase the sustainable socio-economic integration of refugees and host communities. In this context, the ILO, together with the partners, commissioned the present Integrated Labour Market Assessment of Turkana County. The result of the assessment is expected to support the Turkana County Government, the national government and development agencies to identify and harness opportunities for stimulating labour demand in Turkana County.

Objectives of the study

The specific objectives of the study were to undertake an assessment of legislative, institutional and labour policy frameworks in Turkana County; labour market supply in Turkana County; labour market demand in Turkana County; perceptions and aspirations of refugees and host communities concerning livelihoods and employment in Turkana County; and institutional capacity in Turkana County. The study also sought to suggest targeted policy, legal and institutional oriented interventions to stimulate labour demand in the county, and enhance sustainable socio-economic integration of refugees and host communities.

Methodology

The study employed mixed research design involving use of both quantitative and qualitative approaches. It relied on primary and secondary data sources and targeted all the six sub-counties in Turkana County.¹ The sub-counties were purposely selected to represent refugee and host communities, as well as the diversity in resource endowment, livelihood and employment opportunities in the county. Primary data was collected through structured questionnaires, key informant interview guides and a checklist of questions for focus group discussions. The structured questionnaires were administered to 7 education and training institutions, 53 formal establishments (capturing 243 workers), and 147 informal establishments. In addition, 63 key informant interviews and 12 focus group discussions with 83 participants were conducted. Secondary data was mainly extracted from publications and records maintained by the Turkana County Government, ILO publications and databases, publications by the Kenya National Bureau of Statistics, and reports by the Kenya

¹ The sub-counties are Turkana Central, Turkana South, Turkana North, Turkana West, Turkana East and Loima.

National Commissioner for Refugees and the World Bank. Data analysis was done through a combination of descriptive statistics, econometric techniques and thematic analysis. The key findings and recommendations are highlighted in the sections that follow.

Legislative framework

A number of laws, regulations and international conventions and treaties govern conduct, affairs and labour market participation of refugees. The Kenya Citizenship and Immigration Act, 2011, regulates issuance of travel documents and work permit to non-Kenyans, including refugees who are legally in the country. The Act prohibits refugees from engaging in any employment, occupation, trade, business or profession, whether for profit or reward or not, unless they are authorized to do so by a work permit or an exemption in accordance with the Act. The implication is that refugees must obtain a valid work permit or seek exemption from the provisions of the Act if they are to be engaged in any gainful economic activity within the country. Refugees seeking such permits are required to apply for Class M permits and must be positively recommended by the Refugees Affairs Secretariat based in Nairobi.

Interviews with sampled refugees indicated that the process of acquiring work permits is tedious, thereby undermining their prospects to legitimately engage in gainful economic activity within the county and generally in the country. A host of other labour and labour-related laws and regulations govern employment in Kenya. The labour laws and regulations apply to all workers who are legally employed and engaged in the country without discrimination. At the local level, the Turkana County Government is yet to legislate laws and regulations that support participation and integration of refugees in the county's labour market.

Overall, refugees generally face limitations in accessing work permits because of the stringent requirements for acquiring Class M Permits. At the national level, the institutional capacity for implementing and enforcing the relevant laws and conventions is weak. Furthermore, Kenya's labour and labour-related laws and regulations consider workers as a homogenous group, thereby failing to recognize the unique differences and characteristics of refugees and host communities.

There are no provisions in national or local legal and regulatory frameworks to support the promotion of employment and livelihood opportunities or the integration of refugees and host communities. In addition, the absence of a legislative framework to anchor and promote strategic collaboration and partnership between the Turkana County Government and national level institutions such as the Department of Labour, National Employment Authority, National Industrial Training Authority, Directorate of Occupational Safety and Health Services, National Productivity and Competitiveness Centre, and Micro and Small Enterprise Authority undermines effective participation, engagement and benefits by refugees and host communities from Turkana County's labour market.

Institutional framework

Several labour market support institutions, both state and non-state based, operate in Turkana County. A key gap, however, is weak coordination and collaboration between these institutions and the Turkana County Government. The majority of them also have inadequate organizational, human and financial resource capacities to execute their mandate effectively. Critical labour market institutions such as the State Department for Labour, National Employment Authority and National Productivity and Competitiveness Centre have no field offices in Turkana County. The mandate of these institutions is to promote the advancement of fundamental principles and rights at work, labour market intermediation, and the enhancement of productivity and competitiveness amongst workers and organizations, which are critical ingredients for growth and development of the country.

Absence of the institutions in the county, therefore, undermines the benefit that the county could draw from the mandated functions of the institutions, and the opportunities that accrue from the development of institutional partnerships and collaborations. Besides their lack of presence in Turkana County, institutions such as the Department of Labour, National Employment Authority, National Industrial Training Authority, Directorate of Occupational Safety and Health Services, National Productivity and Competitiveness Centre, and Micro and Small Enterprise Authority have not put in place mechanisms for inclusion and integration of refugees and host communities in their programmes.

Policy framework

Turkana County draws from a number of global, regional, national and local labour policy frameworks. The United Nations Development Assistance Framework (2018–2022) calls for the integration of refugees and host communities, while the Kenya Comprehensive Refugee Response Framework (2019–2020) seeks to promote a more inclusive and development-oriented strategy that meets the socio-economic needs and aspirations of refugees and host communities. Similarly, the African Union Agenda 2063 aims to turn ethnic, religious, economic, cultural and any other form of diversity into a source of wealth and accelerated economic growth rather than conflict.

The Turkana County Integrated Development Plan II (2018–2022) recognizes refugees in the county, including their contribution to industry and trade. It seeks to integrate services such as education and health between the refugees and host communities, and to mainstream the Kalobeyei Integrated Socio-economic Development Plan (2018–2022) in the county's development agenda. This plan aims to boost the local economy by promoting an enabling environment and building skills and capabilities for refugees and host communities, particularly in Turkana West. It is aimed at promoting self-reliance, access to inclusive national service systems and enhancing optimal participation by the refugees and host communities in the labour market.

The global, regional, national and local policy frameworks seek to promote employment and livelihood opportunities, enhance self-reliance by refugees, and create a conducive environment for investments and growth within the county. The policies also aspire to promote diversity as a source of wealth and growth, not conflict, and the integration of refugees and host communities into the national and county economic grids. The policies, however, suffer from a weak framework for policy implementation, monitoring, evaluation, reporting and learning. Mechanisms for policy coordination and follow-up are inadequate, leading to implementation fatigue and complacency, thereby undermining the achievement of the intended policy outcomes.

Labour market supply

More than 65 per cent of the workforce in Turkana County are male, have less than five years of work experience, and are under 40 years of age. About one in four possess simple skills for elementary occupations. Gender gap in employment is widespread in the county, with male workers dominating employment in most sectors. Female workers comprise half of the workers in the service, shop and market sales category, which are relatively lower-level occupations with low earnings. Refugees are not integrated in Turkana County's formal workforce, implying slow pace of integration of refugees and host communities into the county's labour market.

As is the case at the national level, Turkana County's labour market is tight, with new labour market entrants being forced to wait for at least a year before obtaining their first job. The new entrants also have few opportunities to switch employment. Though the workers in Turkana County earn wages that are at least above the statutory minimum wage, two in every three of them do not have health insurance coverage, implying low access to social protection.

Seventy per cent of the workers interviewed had at most middle-level college education, and only 13 per cent of the workforce had university education. Up to 60 per cent of the formal establishments surveyed concluded that the host communities do not have the requisite level of education to match the county's labour demand requirements. There is also a low uptake for vocational education and training in Turkana County. While the proportion of the workforce with primary education was found to be 14 per cent, only one per cent had vocational training. In addition, 70 per cent of the workforce in the county had not received on-the-job training since they were engaged. The implication is that most of the workers have no opportunities for re-training, upskilling and retooling, which has a negative impact on their productivity and employability. There is a potential for demand-driven training in Turkana County, as expressed by half of the workforce. Areas of training needs identified were accountancy and bookkeeping, entrepreneurship, human health, education, catering and accommodation, information and communications technology, disaster management, plant operation, clerical and professional activities.

Labour market demand

Eighty-six per cent of the wage employees in Turkana County are employed by county and national government institutions. About 99 per cent of the workers in the informal sector are engaged in micro enterprises in the wholesale and retail trade, or the motor vehicle and motorcycle repair sub-sector that barely graduates in size. Eighty per cent of the informal enterprises in Turkana County are unlikely to hire new workers in the short to medium term owing to the low average monthly income (48,000 Kenyan shillings or less). Another 48 per cent of the enterprises are constrained by capital and have limited access to credit.

Though constrained, informal economy sectors and their value chains in Turkana County have the potential to create employment, strengthen livelihoods and promote economic opportunities for refugees and host communities. If they are assessed on the basis of employment capacity, the informal economy sectors with the greatest potential to spur increased employment and livelihood opportunities in Turkana County are: accommodation and food service activities; professional, scientific and technical services; information and communication; agriculture, forestry and fishing; wholesale and retail trade; motor vehicle and motorcycle repair, in order of importance. The potential for employment is greater for Turkana North (67 per cent), followed by Turkana Central (31 per cent), Turkana West (30 per cent), Turkana East (20 per cent) and Turkana South (20 per cent). There was no evidence of such potential in the informal enterprises surveyed in Loima sub-county.

Turkana County Government, in collaboration with partners, has been promoting integration between refugees and host communities. However, informal enterprises do not engage refugees as workers or interns. Similarly, 70 per cent of the informal enterprises did not mainstream special interest groups such as the marginalized population, youth, women and people living with disabilities in their employment.

In respect to labour demand, 90 per cent of the informal enterprises will require skills in the areas of management and marketing in the short to medium terms. However, the skill demands for the formal sector will shift from legislators, administrators and managers to professionals, technicians and associate professionals, craft and related trades, and elementary occupations. The extractive sector such as the oil, gas and mining industry will require welders, pipe-fitters, drilling and servicing labourers, truck drivers and heavy equipment operators. Others are geologists and geophysicists, petroleum engineers, process engineers and operators, and managers specializing in oil, gas and mining.

Perceptions and aspirations of host community and refugees concerning livelihoods and employment

The existence of refugees in Turkana County is perceived by both refugees and host communities to have led to increased employment and livelihood opportunities in the county. They attribute this to the large number of local and international organizations operating in the county, and the ready market due to the high population of refugees. The host community, however, holds the view that the employment and livelihood opportunities are not enough to cater for their needs and those of the refugees. The limited opportunities for employment and livelihood that are perceived have led to a feeling of discrimination, with concerns that refugees are confined to low-paying jobs in the informal sector. This is in contrast to people from the host communities, who are considered to find easy access to formal jobs, particularly in the national and county governments and non-governmental organizations. The imbalance in access to employment and livelihood opportunities by refugees and host communities is perceived to have led to inequalities in income and earnings between the two groups.

There are moderate levels of social cohesion, integration and co-existence between refugees and host communities, strengthened by the fact that children from refugee and host communities attend the same schools with little difference in access. Members of both communities interact freely during social gatherings; some intermarry, and occasionally people from both groups work for same employer or partner in businesses without any form of conflict. Most employers interviewed indicated that they have no problem employing refugees. Similarly, workers from host communities also indicated that they have no problem working for refugees.

Despite the perceived moderate social cohesions, the host communities think that the existence of refugees has led to certain problems in the county. These include insecurity, increased competition in business and employment, environmental degradation, deterioration and/or lack of social amenities, and frequent cases of disease outbreaks. Increased competition for the few resources in the county has also led to mistrust,

tension and misunderstanding between refugees and host communities. Such tensions erode the gains achieved in promoting integration and co-existence between refugees and host communities. Both refugees and host communities interviewed agreed that language, religion and cultural barriers limit the pace for social cohesion, integration and co-existence between the two groups.

Institutional capacity

Kenya has a number of state-operated labour market institutions that perform regulatory and facilitative roles. They include the Department of Labour, Directorate of Occupational Safety and Health Services, National Industrial Training Authority, Micro and Small Enterprise Authority, National Employment Authority and National Productivity and Competitiveness Centre. However, most of these institutions have no presence in Turkana County. Their absence is partially attributed to the fact that labour is not a devolved function but is largely due to financial and human resource constraints within the national government. The limited presence of labour market support institutions in the county has a negative impact on its capacity to maintain a vibrant labour market. However, it affects refugees disproportionately, as it adds to the cost of accessing opportunities in the labour market, including the advancement of the fundamental principles and rights at work.

Recommendations

The study findings call for specific targeted actions to enhance growth and development of the labour market in Turkana County, to harness opportunities for stimulating labour demand through better functioning of the labour market, and to promote the socio-economic integration of refugees and host communities. The measures proposed for action by the respective actors are as listed below.

1. Turkana County Government

The formalization of informal enterprises remains an important pathway through which informal micro, small and medium enterprises can achieve vertical growth and generate increased employment and livelihood opportunities. To promote this, the county government, in collaboration with the national government, should design and implement a broad range of measures. In the short term, the county government, together with the partners, should undertake broad-based awareness creation and sensitization activities targeting informal economy operators and focusing on the potential benefits of formalization. These include reduced cost of inspection, better access to credit, access to strategic business location, expansion of clientele base and eligibility for business development services and other support programmes. In the medium term, the county government should promote participation by the informal economy operators in public procurement within the county. This may be achieved through special channels such as the use of registered informal sector associations rather than individual firms which are not registered.

The county government should also spearhead informal enterprise training and capacity-building in marketing, innovation, technology adoption and diffusion, pricing and customer service. In collaboration with the private sector and development, it should also provide decent workspaces, sanitation and other forms of infrastructure for use by informal economy operators. In addition, the county government should reduce the number of procedures and delays associated with formalization processes of registration, taxation and licensing. In the long term, it should develop and implement a mechanism for integrating the informal enterprises' infrastructural and financial needs in the county's physical and fiscal planning activities.

In light of informal enterprises being financially excluded from the formal financial system, the county government, through the Council of Governors, should lobby the Ministry of Industry, Trade and Cooperatives in conjunction with the Registrar of Companies, Kenya Revenue Authority, National Social Security Fund, National Hospital Insurance Fund and the National Treasury to review their procedures and flex regulations around the acquisition of relevant documents for formalization. To enhance access to credit by the informal enterprises, the county government in collaboration with the Council of Governors should lobby the National Treasury to increase the allocation to the Small and Medium Enterprises Credit Guarantee Scheme.

The National Treasury should also provide guidelines, which allow promising informal or semi-formal enterprises to access the funds through registered informal associations or groups. Within this framework, credit to the informal economy operators should be embedded with specific business development services, which addresses identified informal economy growth and competitiveness gaps. To further address financial

exclusion of the informal economy, the county government, through the Council of Governors, should lobby the Central Bank of Kenya, the National Treasury and other financial institutions to design and establish a low-risk weighting for the assessment of credits to informal enterprises.

In collaboration with national government affirmative action funds such as the Uwezo Fund and Women Enterprise Development Fund Youth, and financial and non-financial institutions operating in the county, the county government should explore and implement mechanisms to enhance access to credit and finance by the informal enterprises. Opportunities such as grants, availing of loans at low interest rates and the establishment of county-managed revolving funds should be explored. Such support programmes must, however, consider entrepreneur attributes such as level of education and willingness to formalize.

Turkana County has a large missing-middle problem, implying that the county has a large reserve of informal microenterprises with very few small and medium-sized enterprises. This gap if addressed presents opportunities for vertical growth of informal enterprises, and increased employment and entrepreneurship opportunities. The county government, in collaboration with national government institutions such as the National Industrial Training Authority and Micro and Small Enterprise Authority, together with the private sector and development partners, should design and provide business incubation services to informal firms in the county with innovative and bankable ideas. The support services could include provision of grants, credit guarantees and low interest loans.

The county government, with the help of the private sector and development partners, and in consultation with the informal economy associations and the Kenya National Chamber of Commerce and Industry, should facilitate informal enterprises to nurture and develop backward and forward linkages with formal enterprises, and to gain access to local and international markets through public-private partnerships. Such operation and market-oriented linkages are important for nurturing and developing business etiquette, promoting access to markets and market information, and enhancing innovation and technological adaptation among the informal enterprises.

In view of the low levels of participation of refugees and other marginalized groups in Turkana County's labour market, the Turkana County Assembly, with the support of the Refugee Consortium of Kenya and relevant state and non-state actors, should, in the medium term, develop legislation that seeks to promote refugee integration, fairness and equity in access to employment and livelihood opportunities. The county government, with the support of the private sector and development partners, should also design and implement a capacity-building programme to enhance competencies of the members of the County Assembly and the County Executive in creating, implementing and overseeing favourable labour and labour-related laws and policies.

A good proportion of the workforce in Turkana County have skills for simple and routine jobs, with many of them receiving low earnings from employment or entrepreneurship. To correct this, the county government, in collaboration with the national government and education and training institutions in the county, should increase investment in more technical and high-return occupations. The investments could take the form of on-the-job training with certification, lifelong learning with certification, and recognition of prior learning. Also, strategies for strengthening transition rates, especially at tertiary level, is important in supporting quality labour supply in Turkana County.

In the medium term, the county government, in collaboration with the private sector and other non-governmental organizations operating in the county, should develop and implement an internship programme. A work-based learning programme of this kind would facilitate the acquisition of practical skills by trainees and new graduates. The intervention would go a long way in smoothing school-to-work transition.

The county government should initiate discussions with the Ministry of Labour and Social Protection with a view to establishing a strategic partnership and collaboration between the county and key labour market institutions within the ministry. These include the Department of Labour, National Employment Authority, National Industrial Training Authority, Directorate of Occupational Safety and Health Services, and National Productivity and Competitiveness Centre. Within this arrangement, the institutions would have liaison or desk officers to partner with the county in handling the existing and emerging labour market issues. Similarly, the county government should initiate collaboration and partnerships with the National Employment Authority, employer and business membership organizations and the development partners to promote public employment services, particularly for refugees and marginalized host communities.

2. National government ministries, departments and agencies

The management of refugees in Kenya is guided by the Comprehensive Refugee Response Framework, which anchors mechanisms for facilitating access to labour markets for refugees and host communities as a means of enhancing employment, livelihoods and social integration. However, it suffers from weak coordination and implementation. To support sustainable access to labour markets by the refugees and host communities, it is recommended that the Ministry of Interior and Coordination of National Government, within the ambit of national government administration officers at the county level, enhances the implementation and operationalization of the framework. In this context, the Turkana County Government, in collaboration with the national government administration officers in the county, should organize a stakeholder forum to identify key actors involved in the implementation of the framework, and develop modalities for hastening its implementation. The developed mechanisms should also include strategies for promoting stakeholder coordination and undertaking period monitoring, evaluation and learning activities.

In keeping with the Global Compact on Refugees, the Ministry of Interior and Coordination of National Government, in consultation with the Ministry of Labour and Social Protection, Turkana County Government, social partners and other stakeholders, should review the Kenya Citizenship and Immigration Act, 2011. The review should be aimed at making it more flexible for refugees to acquire travel documents and work permits. Such intervention would enable refugees to access employment and livelihoods, including entrepreneurship opportunities within the county and at the national level.

Kenya's model for refugee management has been to house refugees in large camps in marginal locations that restrict access and movement. To support the integration of refugees and host communities as espoused by the Global Compact on Refugees, the Ministry of Interior and Coordination of National Government, in consultation with the Turkana County Government, the United Nations High Commissioner for Refugees and other local and international partners, should design and implement a dispersal policy. Within this framework, the refugees would be assimilated into communities in different parts of the country, thereby enhancing their integration into the country's socio-economic fabric while reducing pressure on Turkana County. The dispersal policy should be implemented in a phased approach, starting with a pilot to allow for monitoring, learning and adjustment of the approach.

3. Development partners

Turkana County has low school-to-work transition. To reverse this, the ILO and her tripartite partners, namely the Ministry of Labour and Social Protection, Federation of Kenya Employers and Central Organization of Trade Unions (Kenya) and other stakeholders, should design and implement a skills-training programme on identified critical training needs areas. These include accountancy and bookkeeping, entrepreneurship, human health, catering and accommodation, information and communications technology, disaster management and plant operation. The partners should also develop and implement mechanisms for providing foundational and transferable (life) skills such as communication, creativity and problem-solving skills, particularly to the youth from refugee and host communities. To make the skills training attractive and effective, it should be integrated with technical and vocational education and training (TVET).

As a long-term measure, the ILO, her tripartite partners, private sector and other development partners should partner with the Turkana County Government to link education and training institutions within the county with industry. Partnership and collaboration between industry and skills providers would be helpful in facilitating opportunities for work-based learning, promoting adoption of modern technology in training, and enhancing the match between skills provided and those required by the labour market.

To address the perception of ethnic, economic and gender discrimination among refugees and host communities, the ILO, the National Industrial Training Authority and the Turkana County Government should partner in designing and implementing a soft-skills training. In this context, the National Industrial Training Authority, with the support of the partners, should develop and implement skills-training modules on coexistence, conflict resolution and basic language competency. An advocacy and communication strategy should also be developed and implemented within the same framework.

4. Education and training institutions

Turkana County has a high concentration of public tertiary education and training institutions, the majority of which are new. According to the assessment, the institutions offer training that conforms with labour market demands. To strengthen their service offering, the education and training institutions in the country, especially those in TVET, should partner with the private sector to promote the provision of market-oriented skills. Similarly, the TVET institutions, with the support of the county government and development partners, should enter into strategic partnership with relevant private sector institutions to establish shared infrastructure for use by both institutions.

The National Industrial Training Authority, in consultation with the county government, should also develop and implement a framework for facilitating trade testing, particularly within the refugee camps, and tests for recognition of prior learning by refugees and host communities. Similarly, the Kenya National Qualifications Authority (KNQA) should establish and implement measures to certify the skills and qualifications that the refugees acquired in their countries of origin. These interventions are expected to increase labour market access, participation, competitiveness and employability of refugees and host communities.

Turkana County has skills gaps in technical and vocational jobs, particularly those oriented to the extractive industry. In this respect, the Turkana University College and TVET institutions in the county should develop and implement tailor-made short- and long-term training to target delivery of the required skill sets. The education and training institutions should partner with the county government, private sector and development partners to train a set number of refugees and host communities to acquire skills for core occupations such as welding, pipe fitting, drilling and servicing, truck-driving and operating heavy equipment. Turkana University College should establish and/or strengthen linkages to provide industry-recognized training and qualifications for geologists and geophysicists, petroleum engineers, process engineers and operators, and managers specializing in oil, gas and mining. All the training must be gender-responsive, with equitable access to refugees, host communities and marginalized groups.

The assessment also established a low uptake of TVET in Turkana County. This may be attributed to inadequate knowledge and awareness of the existence of opportunities for TVET in the county, and negative attitudes and perceptions about technical and vocational education and training, particularly by the youth from refugee and host communities.

To shore up the uptake, the county's TVET institutions should partner with the county government, private sector, civil society and non-governmental organizations, development partners and the media to create awareness of their existence and their programmes. The sensitization and awareness-raising should also aim to provide information on the existence of partial government sponsorship to students in these institutions.

The media, with the support of the TVET institutions, the county government, development partners and the private sector should also provide print and electronic documentaries showcasing successful graduates from these institutions. Regular career guidance and counselling should also be organized by the education and training institutions to inform and influence career choices of the Turkana County constituents.

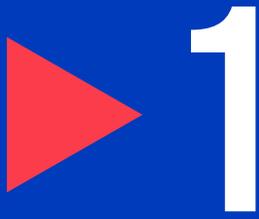
5. Employer and business membership organizations

Through several pathways, employer and business membership organizations in Turkana County can support growth and development of the labour market, facilitate the harnessing of opportunities for stimulating labour demand, and promote socio-economic integration of refugees and host communities. To support both formal and informal enterprises effectively in lobbying, policy advocacy and social dialogue, these organizations should undertake large-scale membership organization and recruitment. This may facilitate joint initiation and activation of bottom-up measures that promote growth and competitiveness of the formal and informal enterprises.

Another entry and intervention point is for these organizations to partner with informal economy operators to advocate and lobby for convenient formalization procedures, voice concerns against harassment of informal enterprises by authorities at national and county levels, and promote social dialogue by establishing collective bargaining and other policy dialogue platforms that can be used by informal economy operators and associations to voice their concerns and engage with the county government and other partners.

To strengthen vertical linkages between formal and informal enterprises, these organizations should develop guidelines and support systems that encourage their members with formal enterprises to source and sub-contract input supply, production, distribution, marketing and other services to the informal economy enterprises. Informal enterprises that are willing to participate in these linkages can use existing formal groups or associations as a vehicle for trading.

The employer and business membership organizations, together with trade unions, should work with the county government and civil society groups to provide targeted employment opportunities, internship and other work-based learning opportunities to refugees and host communities, especially the marginalized groups.



1

Introduction

► 1.1 Background

The Government of Kenya has consistently pursued active labour market policies since the early 1970s.² The policies have been geared towards addressing imbalances between the supply and demand for skills, and general employment challenges. The existence of adequate, reliable and timely data on all facets of the labour market is a critical component of an effective active labour market policy. Such data is crucial to effective functioning of the labour market, which in itself is a prerequisite for achieving high and inclusive economic growth, capable of creating productive employment and decent work for all.

Kenya's economy grew at an annual average rate of 5.6 per cent from 2013 to 2019, some 1.4 percentage points below the Sustainable Development Goal (SDG) target of at least 7 per cent per annum, and 4.4 percentage points below the 10 per cent annual target set by *Kenya Vision 2030*. The economy generated an average of 0.8 million new jobs per year in 2013 to 2019, of which 12.8 per cent were in the formal sector. The share of new jobs created in the formal economy declined from 17.6 per cent in 2013 to 9.3 per cent in 2019. The average 0.8 million new jobs created annually in the period 2013–2019 represented a paltry 30.7 per cent of Kenya's active population of 2.6 million who were unemployed and seeking employment in 2019, notwithstanding the quality of the jobs.

The recorded economic growth rates and the rate of new job creation continue to be dampened by the demand and supply shocks occasioned by the coronavirus disease (COVID-19). The pandemic has led to job losses through firm closures, redundancies, normal termination and reduction in working hours, among others.³ Precariousness of jobs in both formal and informal sectors of the economy is, therefore, expected to increase with COVID-19.

Kenya had an active population of 22.3 million in 2019, out of whom 88.3 per cent (19.7 million) were working in the formal and informal economies, and 11.7 per cent (2.6 million) were unemployed and seeking employment.⁴ The female labour force participation rate was 63.6 per cent, compared with 69.1 per cent for males. Youth aged 18 to 34 years made up 45.3 per cent of the active population, while those aged 15 to 24 years constituted 18.4 per cent. Kenya's labour force is projected to increase to 31.6 million by 2022 and

² J. Omolo, "The Dynamics and Trends of Employment in Kenya", IEA Research Paper Series, No. 1/2010 (Nairobi: Institute of Economic Affairs, 2010).

³ Kenya National Bureau of Statistics estimated a reduction of 2 to 40 hours worked in different industries in Kenya due to COVID-19. KNBS, Survey on Socio-Economic Impact of COVID-19 on Households Report (Nairobi: Kenya National Bureau of Statistics, 2020b).

⁴ Republic of Kenya, 2019 Kenya Population and Housing Census: Volume IV – Distribution of Population by Socio-Economic Characteristics (Nairobi: Kenya National Bureau of Statistics, 2019).

39.2 million by 2030, with the proportion of the working age population projected to be 62 per cent by 2050.⁵ Kenya's employment-to-population ratio averaged 65.6 per cent in 2019 but declined to 64.4 per cent during the first quarter of 2020 and to 57.7 per cent in the second quarter,⁶ demonstrating loss of employment opportunities due in particular to COVID-19.

Kenya's unemployment rate increased from 11.6 per cent in the second quarter of 2019 to 14.8 per cent in the first quarter of 2020 and worsened to 22.6 per cent in the second quarter, further demonstrating job destruction by COVID-19. The youth (15–34 years) bore the greatest burden of unemployment, with those aged 20 to 24 accounting for 39.7 per cent of the unemployed labour force in that cohort. Similarly, 33.2 per cent of the youth aged 25 to 29 were unemployed, compared with 28.6 per cent of those aged 15 to 19 and 17.3 per cent aged 30 to 34. The implication is that Kenya must design and implement macro-economic, trade, industrial and sectoral policies that promote the establishment and development of sustainable enterprises, and also support the creation of full and productive employment and decent work for the growing labour force.

Turkana County is the second-largest county in Kenya in terms of land size. It is also the poorest county, with an overall poverty incidence of 79.4 per cent in 2015/2016, compared with 16.7 per cent for Nairobi City County.⁷ The poverty situation in Turkana County is worsened by frequent droughts and famines. The county borders Uganda to the west, South Sudan and Ethiopia to the north, Marsabit and Samburu counties to the east and Baringo county to the south.

Turkana County's population was estimated at 926,955 persons in 2019, of whom 48.4 per cent (448,868) were females and 37.4 per cent were young persons aged 15 to 34.⁸ The 2019 Kenya Population and Housing Census (KPHC) estimated Turkana County's labour force (15 to 64 years) at 484,916, which represents 52.3 per cent of the county's total population. About half (47.9%) of the labour force were females and 71.6% were young.

The county had an estimated population aged 5 years and above, totalling 791,011 in 2019, of whom 41.4 per cent (327,808) were working (47% females). A similar proportion (40.1%) were out of the labour force (50.7% females) while the remaining 18.4 per cent were unemployed (46% females).⁹ About seven in every ten (69%) of the unemployed were young persons, with those aged 25 to 34 being the majority (30%), followed by those aged 18 to 24 (27.2%) and then the 15 to 17 age group (11.8%). Overall, the youth in Turkana County were 2.5 times more likely to be unemployed compared with the adults (35 to 64 years). This shows that the full potential of a relatively large proportion of Turkana county's labour force, particularly the youth, remains untapped.

Turkana County hosts two important refugee settlements: Kakuma Refugee Camp and Kalobeyei Integrated Settlement, with an estimated population of 160,000 and 60,000, respectively. Unemployment rates in the camps remain high, and many refugees do not have access to employment-based income. It is estimated that while about one-third of the refugees living in Kakuma I or II have a source of income from employment, including incentive work, the corresponding figure for those living in Kakuma IV is only 5.5 per cent.¹⁰ In Kalobeyei Integrated Settlement, 37 per cent of the working-age population are classified as employed, while the majority (59%) are considered inactive, a classification which includes caring for household members and students. The remaining 4 per cent of the working age population are unemployed.¹¹

⁵ Z. Eduardo, L. Ndirangu, F. Leigh, and J. Omolo, "The Youth Employment Challenge: Insertion of Kenya's Youth into Formal and Informal Jobs" in United Nations Development Programme, Social Protection, Growth and Employment: Evidence from India, Kenya, Malawi, Mexico and Tajikistan (New York: United Nations Development Programme, 2013).

⁶ KNBS, Quarterly Labour Force Report, April–June 2020 (Nairobi: Kenya National Bureau of Statistics, 2020a).

⁷ Kenya Institute for Public Policy Analysis and Research, Kenya Economic Report 2020: Creating an Enabling Environment for Inclusive Growth in Kenya (Nairobi: KIPPRA, 2020).

⁸ Republic of Kenya, 2019 Kenya Population and Housing Census: Volume IV – Distribution of Population by Socio-Economic Characteristics (Nairobi: Kenya National Bureau of Statistics, 2019b).

⁹ Republic of Kenya, 2019 Kenya Population and Housing Census: Volume III – Distribution of Population by Age and Sex (Nairobi: Kenya National Bureau of Statistics, 2019a).

¹⁰ World Bank, Desk Review on Livelihoods and Self-Reliance for Refugees and Host Communities in Kenya, 2019. <http://documents1.worldbank.org/curated/en/685581553241680189/pdf/135485-WP-P169281-PUBLIC-Livelihoods.pdf>.

¹¹ UNHCR and World Bank Group, Understanding the Socioeconomic Conditions of Refugees in Kalobeyei, Kenya, 2018. https://www.unhcr.org/ke/wp-content/uploads/sites/2/2020/04/Kalobeyei_Socioeconomic-Report-1.pdf.

Priority sectors that anchor Turkana County's labour market include livestock, extractives, trade, apiculture, fishing, poultry rearing, construction, tourism and culture, education and health. The Turkana County Integrated Development Plan, CIDP I (2013–2017),¹² identifies key challenges in the county as a low state of wage employment, estimated at 6 per cent of the population; high levels of unemployment, particularly for youth and women; inadequate employable skills; and skills mismatch. Others are low levels of industrialization and agro-processing; weak framework for sustainable growth and development of micro, small and medium-sized enterprises (MSME); and a generally low pace of creation of productive and decent jobs for all.

The Kakuma Refugee Camp and Kalobeyei Integrated Settlement, with an approximate population of 196,666 registered refugees and asylum seekers¹³ drawn from close to 20 countries in Africa, host a unique and diversified workforce. They also present a dynamic business environment, whose full potential remains untapped. Integration of the refugees with the host communities for the mutual benefit of the inhabitants remains a priority area.

The first phase of the Kalobeyei Integrated Socio-Economic Development Plan, KISED P I (2018–2022), seeks to ensure that refugees and local communities benefit from national services. These include education and healthcare, as well as increased socio-economic opportunities, all anchored in building skills and increasing the capacity of refugees and host communities. The KISED P I priorities are aligned with the CIDP II (2018–2022),¹⁴ which identifies the lack of relevant skills to stimulate growth and development of the emerging oil and gas sectors as a major developmental gap. Other policy gaps flagged in the CIDP II are a weak industrial structure to promote growth of local enterprises, inadequate development of value chains, underdeveloped backward and forward linkages, and a weak framework for attracting private sector investment.

► 1.2 Objectives of the study

The ILO, together with the World Bank, International Finance Corporation (IFC), United Nations Children's Fund (UNICEF) and United Nations High Commissioner for Refugees (UNHCR), is implementing the Partnership for Improving Prospects for Host Communities and Forcibly Displaced Persons (PROSPECTS), which aims to increase the sustainable socio-economic integration of refugees and host communities. Within this context, the ILO, together with the partners, commissioned an Integrated Labour Market Assessment of Turkana County. The result of the assessment is expected to support the county government, the national government and the development agencies to identify and harness opportunities for stimulating labour demand in the county. Specifically, the study aimed to undertake an assessment of:

- legislative, institutional, and labour policy frameworks that affect refugees and host communities in Turkana County;
- labour market supply in Turkana County;
- labour market demand in Turkana County;
- perceptions and aspirations of host community and refugees concerning livelihoods and employment in Turkana County;
- institutional capacity in Turkana County.

¹² Turkana County Government, Turkana County Integrated Development Plan (CIDP I 2013–2017), 2013.

¹³ <https://www.unhcr.org/ke/kakuma-refugee-camp>.

¹⁴ UNHCR, Kalobeyei Integrated Socio-Economic Development Plan in Turkana West: Phase I (2018–2022), Comprehensive Refugee and Host Community Plan in Turkana West, Kenya, 2018.
https://www.unhcr.org/ke/wp-content/uploads/sites/2/2018/12/KISED_P_Kalobeyei-Integrated-Socio-Econ-Dev-Programme.pdf.



2

Methodology

▶ 2.1 Study design

The study employed a mixed research design that involved the use of quantitative and qualitative approaches. The quantitative approach was used mainly for assessing the county's labour supply and demand, while the qualitative technique was used mostly for conducting an assessment of the legislative, institutional and labour policy frameworks, of perceptions and aspirations of host communities and refugees concerning livelihoods and employment, and institutional capacity.

▶ 2.2 Data type and source

The study used primary and secondary data which were mainly cross-sectional in nature. Secondary data was collected through reviews of literature, relevant databases, national and county-level statistical reports, and programme or project documents maintained by the ILO, the county government and other partners. Primary data was sourced through personal in-depth interviews (PIIs), key informant interviews (KIIs) and focus group discussions (FGDs). The PII targeted education and training institutions, employers, employees and the informal economy operators and their workers. The KIIs and FGDs were administered on a selected number of respondents drawn from national government, county government, refugee and host communities, private sector, development partners, civil society organizations (CSOs), community-based organizations (CBOs), and local and international non-governmental organizations (NGOs). Education and Training Institutions Questionnaire, Employer Questionnaire, Employee Questionnaire, Informal Sector Questionnaire, and FGD and KII Guides were administered.

▶ 2.3 Sampling technique and sample selection

A mixed sampling technique, which involved the use of census and purposive sampling together with stratified and probability sampling techniques, was employed, taking into account their appropriateness in responding to the overall and specific objectives of the study. All the sub-counties in Turkana County were selected: Turkana Central, Turkana South, Turkana North, Turkana West, Turkana East and Loima. The sub-counties were deliberately selected to represent refugee and host communities, and the diversity in resource endowment, livelihood and employment opportunities in the county.

A stratified sampling technique was used at the sub-county level to facilitate investigation of labour supply and demand. A census approach was adopted at the institutional level in each sub-county to study the labour supply dynamics at the education and training institutions, namely Turkana University College and the technical and vocational education and training (TVET) institutions. Formal and informal establishments were used as the sampling unit for the assessment of labour demand. The survey banded formal institutions based on the number of employees. Specifically, it targeted institutions with fewer than 50 employees, 50–99 employees, 100–499 employees, 500–999 employees, and 1,000 and above.

► 2.4 Response rate

It was generally challenging to conduct studies that require primary data collection during the COVID-19 pandemic, because of the full or partial lockdowns implemented by the national government. Primary data was collected between April and June 2021, which coincided with partial lockdown in Nairobi City, Machakos, Kajiado, Kiambu and Nakuru counties. At the national level, the government ordered the closure of all education and training institutions. It also restricted operations by religious, hospitality and entertainment institutions. Curfews from 8 p.m. to 4 a.m. were imposed in the 5 above-mentioned counties, and from 10 p.m. to 4 a.m. in the remaining 42 counties. These restrictions partially affected the survey responses, especially for education and training institutions, and formal and informal establishments. The COVID-19 containment measures that restrict meetings and promote physical distancing also affected the responses.

Overall, primary data was collected from seven education and training institutions, comprising five vocational training centres (VTCs), one Early Childhood Development Education (ECDE) centre and one public university college. Two of the VTCs and the public university college were in Turkana Central, while the other three VTCs were in Turkana South, Turkana West and Loima sub-counties. The ECDE was in Turkana East. A total of 53 formal establishments were surveyed. One establishment – Turkana County Government – had over 1,000 employees, 48 establishments had fewer than 50 employees, one had 50–99 employees, one had 100–499 employees and two did not specify the number of employees.

To study labour supply in Turkana County, employees in the formal establishments sampled for labour demand were used as the unit of analysis. They were selected using their occupational profile, based on a simple random sampling method without replacement. Using this rule, 243 employees from the different institutions were surveyed. Of these, 10 per cent were in the occupational category of legislators, administrators and managers; 13 per cent were professionals; 17 per cent were technicians and associate professionals; 15 per cent were secretaries, clerical services and related workers; 16 per cent were service, shop and market sales workers; 1 per cent were craft and related trades workers; 4 per cent were plant and machine operators and assemblers; while 26 per cent were in elementary occupations. This response rate was considered adequate for analysis, given that its pyramidal structure reflects the labour market dynamics in Kenya.

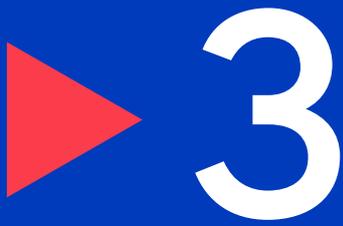
A total of 147 informal enterprises were also surveyed. These were selected based on the number of employees, focusing on those with 1–9 employees, 10–49 employees and 50–99 employees. Of the establishments surveyed, 99 per cent had 1–9 employees, 1 per cent had 10–49 employees, while none had more than 50 employees. The distribution of the formal and informal establishments mirrors the 2021 business landscape in Turkana County. Based on the ability to pay taxes, Turkana County Government classifies establishments into small, medium or large enterprises. The single business permit register for 2021 lists 49 per cent small firms, 33 per cent medium firms and 18 per cent large firms. With respect to employment definition of enterprises, this maps to many micro firms, followed by small and medium enterprises, as revealed by the primary dataset. The survey responses were considered adequate for analysis.

To assess the perceptions and aspirations of refugees and host communities, as well the institutional capacity, the study employed PIIs, KIIs and FGDs with various stakeholders from the county government, refugee camps, the villages of the host community in Lodwar and Kakuma towns, and key national labour market institutions. A total of 12 FGDs and 63 KIIs were conducted with selected respondents at county and national levels. All the FGDs had a mixed group of participants with an aggregate membership of 83 respondents, of whom 63.9 per cent were males and 68.7 per cent were refugees, with the balance coming from the host communities. In addition, 63.9 per cent of the FGD participants were young (15–34 years), and 18.1 per cent were persons living with disabilities (PLWD).

The KII respondents were drawn from both county and national levels. At the national level, they were drawn from the National Industrial Training Authority (NITA), Department of Labour (DOL), National Productivity and Competitiveness Centre (NPCC) and National Employment Authority (NEA). Findings from PIIs, FGDs and KIIs were supplemented and corroborated using information extracted from secondary sources to ensure their reliability.

► 2.5 Data analysis

Data analysis followed a combination of descriptive statistics, econometric techniques and thematic analysis. The quantitative data collected through PIIs was coded and entered into a spreadsheet, and cleaned for any inconsistencies, errors, missing data and outliers. The data was analysed along the relevant themes using STATA and EXCEL. Qualitative data collected through KIIs and FGDs were analysed through framework analysis methods and were also used to reinforce the findings from the quantitative design. Data obtained through review of secondary materials was analysed thematically. Descriptive statistics include means, comparisons and cross-tabulations, while econometric analysis was used to determine relevant relationships as per the respective objectives.



3

Legislative, institutional and labour policy frameworks

► 3.1 Introduction

This section presents the assessment of legislative, institutional, and labour policy frameworks that affect refugees and host communities in Turkana County.

► 3.2 Legal and regulatory framework for integrated labour market in Kenya

A number of legal and regulatory frameworks have a bearing on the employment and livelihoods of refugees and host communities in Turkana County. At the global level, the United Nations Refugee Convention (1951) and its 1967 Protocol gives the definition of a refugee, outlines the rights and privileges of refugees, and the legal obligations of Member States to protect refugees. Article 3 of the Convention advocates for the non-discrimination of refugees in the application of the provisions of the Convention. Article 15 accords refugees the right to freedom of association in non-political and non-profit associations and trade unions, while Article 17 grants refugees the right to engage in wage employment. Article 18 allows refugees to engage in self-employment such as in agriculture, industry, handicrafts and commerce, including establishing commercial and industrial companies. Article 24 of the Convention grants refugees the right to enjoy the protection of fundamental principles and rights at work as advanced in the country's labour laws, including the right to social security.

The Organization of African Unity (OAU) Convention (1969) reinforces the provisions of the United Nations Refugee Convention (1951) and its 1967 Protocol. It strengthens the protection of refugees from discrimination and advocates for issuance of refugees with travel documents to facilitate their movement. The Convention is, however, silent on the participation of refugees in the labour market.

At the national level, Article 27 of the Constitution accords every person equality and freedom from discrimination. It guarantees that no person shall be discriminated against by the State, directly or indirectly on any ground including ethnic or social origin. This is reinforced by the provisions of the Bill of Rights, which grants fundamental principles, freedoms and rights. Specifically, Article 41 advocates for decent work, where freely chosen productive employment is promoted simultaneously with fundamental principles and rights at work, adequate income from work, representation and security of social protection. The Constitution also offers all workers including refugees a right to participate in gainful employment and fair remuneration.

The Refugees Act (2006) governs recognition, protection and management of refugees in the country. It regulates the issuance of identification cards and travel documents to refugees. It also provides for initiation of projects that promote peaceful and harmonious co-existence between the host communities and refugees, and ensuring that economic and productive activities undertaken by refugees do not have a negative impact on host communities, natural resources or the local environment. The Act accords refugees the rights contained in the international conventions to which Kenya is a party. It grants refugees and members of their families the right to engage in wage-earning employment, subject to the same restrictions as those imposed to persons who are non-Kenyan citizens.

The Kenya Citizenship and Immigration Act (2011) accords migrants and stateless persons and their descendants an opportunity to gain citizenship subject to certain conditions. The Act regulates the issuance of documents of registration or identification such as birth certificate, certificate of registration, passport and national identification. The Act accords refugees the right to access travel documents to facilitate their movement in and out of the country. However, it prohibits non-Kenyan citizens from engaging in any employment, occupation, trade, business or profession, whether or not for profit or reward unless authorized to do so by a work permit or an exemption granted under the Act. This means that refugees must obtain a valid work permit or seek exemption from the provisions of the Act if they are to engage in any gainful economic activity.

Refugees can work in Kenya if they have a work permit as stipulated under the Refugee Act (2006). To work legally, they are required to apply for and obtain "Class M" work permits. However, the process for obtaining a permit needs a recommendation from a prospective employer, and the application must be accompanied by a letter from the Refugee Affairs Secretariat (RAS) confirming the applicant's refugee status. These requirements pose a challenge to refugees in accessing jobs offered in both formal and informal sectors of the economy.

Participation and conduct in Kenya's labour market is regulated by a number of labour and labour-related laws. These include the Employment Act (2007), which governs advancement of fundamental principles and rights at work, and guarantees and promotes equality in employment and pay for migrants and any person who is legally in Kenya. Therefore, it accords protection to all workers who are in the country lawfully. The Labour Relations Act (2007) provides for the promotion of robust labour relations through protection of freedom of association, encouragement of effective collective bargaining and promotion of orderly and expeditious dispute settlement. The Occupational Safety and Health Act (2007) regulates safety and health to all persons lawfully at workplaces, including non-workers. The Work Injury Benefits Act (2007) provides for compensation to employees for work-related injuries and diseases contracted in the course of their employment. It covers all lawful employees working in Kenya, regardless of the sector.

The County Governments Act (2012) grants county governments the power to develop and implement County Integrated Development Plans (CIDP), which integrate economic, social, environmental, physical and spatial planning. Section 48 of the Act requires the decentralized units to develop and implement policies and plans, undertake service delivery, implement developmental activities to empower communities, and provide and maintain infrastructure. This means that the Turkana County Government can exercise authority under this Act to integrate refugees and host communities in their planning and development processes. The County Governments Act (2012) is reinforced by the Micro and Small Enterprises Act (2012), which provides the legal and institutional framework for promotion of growth and development of the informal sector. It does not impose restrictions on who can establish and/or operate an informal enterprise.

The Retirement Benefits Act (2012), National Social Security Fund Act (2013) and National Hospital Insurance Fund Act (2012) promote the security of social protection to all workers. Furthermore, the Industrial Training Act (2017) outlines the requirements for industrial training, who qualifies for it, and the responsibilities of employers and workers. The Act covers all workers who are lawfully engaged and legitimately present in the country.

Assessment of the legal and regulatory framework shows that all the global, regional and national instruments accord protection and fundamental rights to refugees as well as host communities. Despite these provisions, refugees in Turkana County face constraints in engaging in the county's labour market, especially the formal sector. A major constraint is the acquisition of a work permit in accordance with the Kenya Citizenship and Immigration Act (2011). The refugees find the process tedious and costly. This inhibition could explain why the majority of refugees are either openly unemployed or inactive. The few that are employed work mainly in the informal economy. The refugees are also excluded from the provisions of the Work Injury Benefits Act

(2007). At the local level, the Turkana County Government is yet to legislate laws and regulations that support participation and integration of refugees in the county's labour market.

There are no provisions in the national and local legal and regulatory frameworks to support the promotion of employment and livelihood opportunities and the integration of refugees and host communities. Moreover, the absence of a legislative framework to anchor and promote strategic collaboration and partnership between the Turkana County Government and national level institutions such as DoL, NEA, NITA, NPCC, Directorate of Occupational Safety and Health Services (DOSHS), and Micro and Small Enterprise Authority (MSEA) undermines effective participation, engagement and benefits by refugees and host communities from the county's labour market.

► 3.3 Institutional framework

A number of institutions regulate and/or support operations of the labour market in Kenya, such as the Ministry of Labour and Social Protection (MoL&SP) that includes the State Department for Labour (SDL) and the State Department for Social Protection (SDSP). The SDL is responsible for national labour and employment policy management, industrial training and national human resource planning and development, among other functions. The SDSP oversees policies and programmes aimed at guaranteeing social protection to all Kenyans. The SDL has strategic units such as DoL, NEA, NITA, DOSHS, and NPCC.

The NEA deals with the registration and placement of jobseekers, while the NITA is responsible for promoting industrial training and equipping workers with the requisite skills. The DOSHS promotes occupational safety and health in workplaces, the DoL promotes labour standards, social dialogue and industrial relations, while the NPCC focuses on productivity improvement and promotion. All the institutions are critical in the promotion of employment and livelihoods in Turkana County. They do not, however, have field offices in the county. This implies that there is a gap in the institutional framework for the promotion of rapid and sustained employment creation and livelihood opportunities.

The NITA is strategic in the promotion of employment and livelihood opportunities for both refugees and host communities in Turkana County. It hosts several industry-oriented courses targeting workers in both formal and informal sectors. It also administers more than 37 trade tests and issues more than 69 proficiency certificates. In the past, the NITA has supported training assessment of the vulnerable and marginalized groups such as women, refugees and PLWD. Through a partnership with the United Nations Development Programme (UNDP), it facilitated the training of refugees from Kakuma Camp. The ILO has also partnered and supported the NITA to develop a curriculum on carpet-making, which may also be appropriate for refugees and host communities in Turkana County. However, the training needs of the refugees and host communities are yet to be mapped to facilitate such training.

The MSEA is another labour market institution that seeks to promote the employment and livelihoods of informal economy workers and operators. It is mandated to formulate and coordinate policies that facilitates the growth and development of MSME, including their integration into the national economic grid. A key strategy used by MSEA in supporting enterprises is by establishing Biashara Centres of Excellence. It has a field coordinator who oversees various MSME activities in Turkana County.

In Kenya, refugee affairs are managed by the Refugee Affairs Secretariat (RAS) in the Ministry of Interior and Coordination of National Government. The RAS derives its mandate from the Refugee Act (No. 13 of 2006). The RAS conducts refugee status determination and is also responsible for refugee management. This includes reception, registration and issuance of documentation to refugees. By extension, the RAS coordinates the agencies offering services in the Kenyan refugee camps.

The Turkana County Government is an important player in the county's labour market. It derives its mandate from the Constitution, relevant acts of parliament, and partnership and collaboration with other state and non-state actors that aim to promote employment and livelihoods in the county. The county has integrated and mainstreamed the KISED P I (2018–2022) in its programming; this plan seeks to promote access to education, health, water services, and commercial opportunities in agriculture, livestock and fisheries sectors by refugees and host communities.

In partnership with the UNHCR and the IFC, the Turkana County Government plans to upgrade the county's Citizen Resource Centre into a one-stop business development centre, as well as a business support service centre at Kakuma, which is expected to play an important role in promoting entrepreneurship and integration among refugees and host communities. It promises a feasible route through which small enterprises, particularly those owned by refugees, can be scaled up.

The Turkana County Government has a strategic focus to upgrade worksites and infrastructure for informal enterprises. It also plans to establish a network of polytechnics to provide a range of vocational opportunities, to the youth in particular. Six vocational training institutions have already been established in Kakuma Camp and Kalobeyei Settlement to provide market-oriented skills training to refugees and host communities.

In collaboration with development partners, the Government of Kenya (GoK) unveiled the Comprehensive Refugee Response Framework (CRRF) in 2020 to promote effective management of refugees. In the local context, the CRRF aims at easing pressure on host communities, enhancing refugee self-reliance, expanding access to home-grown solutions, and supporting conditions in the refugees' countries of origin to support safe return and reintegration. The CRRF anchors access to labour markets as an avenue for enhancing livelihoods and self-reliance. It also facilitates issuance of work permits and access to education by refugees as a mechanism for expanding their employment and livelihood opportunities.

A major gap in the institutional framework is weak coordination and collaboration between the government ministries, departments and agencies and the Turkana County Government. There is also a weak framework for strategic partnership and collaboration between the county government and the non-state actors operating in the county. In addition, the majority of the institutions have inadequate organizational, human and financial resource capacities, which undermine effective execution of their functions. Though the NITA facilitates training and trade testing for all workers, including refugees, it requires strategic collaboration with the Turkana County Government and/or other partners to develop and offer tailor-made training curricula that would be most beneficial to the refugees and host communities. Furthermore, with the COVID-19 situation, digitalization and offering training through a digital mode would be critical. In its current form, the infrastructure in the county may not adequately support the use of digital platforms by refugees and host communities in training.

► 3.4 Policy landscape

The United Nations Development Assistance Framework (UNDAF 2018–2022) provides the policy framework for UN support to Kenya. It is anchored in the principle of social inclusion and is grounded on three strategic priorities: transformative governance; human capital development and sustainable economic growth. Each of its 14 outcomes has a bearing on the promotion of employment and the livelihoods of refugees and host communities in Turkana County. It is aligned to the Kenya Vision 2030, which is Kenya's broad development policy blueprint.

The Global Compact on Refugees (GCR 2018) is a global framework for more predictable and equitable responsibility sharing, which recognizes that a sustainable solution to refugee situations cannot be achieved without international cooperation (UNHCR 2020). It is anchored on four objectives, namely: to ease the pressures on host countries; to enhance refugee self-reliance; to expand access to third-country solutions; and to support conditions in countries of origin for the return of refugees in safety and dignity.

The Kenya Comprehensive Refugee Response Framework (KCRRF 2019–2020) is aligned on the GCR (2018). It is premised on a shift from a solely humanitarian approach to refugee affairs to the promotion of a more inclusive and development-oriented strategy that will meet the socio-economic needs and aspirations of refugees and host communities. Its five strategic priorities are: strengthening national and county ownership and institutional capacity development; supporting an enabling protective environment and durable solutions; promoting innovations in assistance delivery and enhancing development support for refugees and host communities; creating a conducive environment for investments and stimulating economic opportunities for refugees and host population; and enhanced knowledge development and data collection.

The African Union (AU) Agenda 2063 is a continental 50-year economic blueprint of Africa. The AU Agenda 2063 seeks to have ethnic, religious, economic, cultural and any other form of diversity as a source of wealth

and accelerated economic growth, rather than a source of conflict. The fourth aspiration in the First Ten Year Implementation Plan (2014-2023) of the Agenda 2063 on peaceful and secure Africa addresses the plight of refugees. It identifies three goals namely peace, security and stability are preserved, a stable and peaceful Africa, and a fully functional and operational African peace and security architecture.

The Kenya Vision 2030 is the country's blueprint for creating a globally competitive and prosperous country with a high quality of life by the year 2030. It envisaged a Bill of Rights to provide security and guarantee for all persons, including refugees. The First Medium Term Plan (MTP I 2008-2012) for implementation of the Kenya Vision 2030 underscored the plight of refugees, acknowledging that they lacked the capacity to manage risks such as unemployment, illness, disability and old age. It advocated the development and implementation of programmes and projects to mitigate the challenges and enable refugees to obtain equitable opportunities to participate in socio-economic activities.

The MTP II (2013-2017) attributed the influx of refugees and aliens in Kenya to political instability in the neighbouring countries such as Somalia and Sudan. It prioritized the implementation of a refugee and migration policy, among other interventions. The MTP III (2018-2022) further acknowledged the burden posed by the influx of refugees into the country. It sought to ease the burden through the voluntary repatriation of refugees from Somalia under the tripartite agreement between the Government of Kenya, the Government of the Federal Republic of Somalia and the UNHCR. In addition, the Big Four Agenda, a fast-tracking strategy for the Kenya Vision 2030, seeks to accelerate broad-based economic growth and transform the lives of all Kenyans. By its architecture and implementation framework, the Big Four Agenda contains aspirations for both refugees and host communities.

The Turkana CIDP I (2013-2017) recognized the refugees passively. However, the CIDP II (2018-2022) explicitly provides for refugees by integrating them in the county planning. It recognizes the existence of refugees within the county and their contribution to industry and trade, and advocates the integration of services such as education and health between refugees and host communities and mainstreaming the KISED I (2018-2022) in the county's development framework.

The KISED I (2018-2022) is a part of a long-term plan to develop a settlement that promotes self-reliance of refugees and host communities through better livelihood opportunities and enhanced service delivery. It is grounded on the vision that there will be improved social cohesion between refugees and host communities in Turkana County if they can benefit from investments in basic infrastructure, enhanced access to social services, increased opportunities to participate in the local economy and better community participation. The first cycle of the plan is implemented through the Comprehensive Refugee and Host Community Plan for Turkana West.

Analysis of the policy landscape shows that comprehensive policies exist at global, regional, national and county levels aimed at promoting employment and livelihoods of refugees and host communities. However, the framework for policy implementation, monitoring, evaluation and learning appears to be weak. The existence of numerous policies without targeted mechanisms for coordination and follow-up may lead to implementation fatigue and complacency among the implementing agencies, which may undermine achievement of the intended policy outcomes.



▶ 4

Assessment of labour supply in Turkana County

▶ 4.1 Introduction

This section presents the findings of the assessment of labour supply in Turkana County. The analysis is largely based on employee data collected through an establishment survey and data collected from the various educational and training institutions in the county.

▶ 4.2 Composition of the labour force in Turkana County

The majority of the workforce has skills for simple and routine jobs: A total of 243 workers from formal establishments were interviewed. Disaggregation of the workforce by occupation reveals that the majority (26 per cent) of the workers are in elementary occupations (table 1). This is followed by technicians and associate professionals (17 per cent); service workers, shop and market sales workers (15 per cent); secretarial, clerical services and related workers (14 per cent); professionals (13 per cent); and legislators, administrators and managers (10 per cent).

The county has a deficiency in TVET skills: The labour assessment established that only 4 per cent of the workers interviewed were in the category of plant and machine operators and assemblers, and remaining 1 per cent were in the occupational group of craft and related trades workers. None of the workers interviewed were in the occupational category of skilled farm, fishery, wildlife and related matters (table 1). The finding that only 4 per cent of the workers were in the category of plant and machine operators and assemblers points to the fact that the county lacks workers with the requisite skills to match the demands of its extractive sector. The shortage is severe for vocational skills such as pipe fitting, welding, drilling, the operation and repair of heavy equipment, and for skilled welders who can work on a live oil pipeline. Furthermore, the finding that none of the workers is in the occupational category of skilled farm, fishery, wildlife and related matters is in sharp contrast to the dominant livelihood and CIDP II (2018–2022) prioritized sectors in Turkana such as agriculture, livestock, fishing and tourism.

► **Table 1. Distribution of workers by occupation and gender (%)**

Occupation	Overall sample (%)	Gender		N
		Male (%)	Female (%)	
Legislators, administrators and managers	10	75	25	24
Professionals	13	69	31	32
Technicians and associate professionals	17	65	35	40
Secretarial, clerical services and related workers	14	65	35	34
Service workers, shop and market sales workers	15	51	49	37
Skilled farm, fishery, wildlife and related workers	0	0	0	0
Craft and related trades workers	1	100	0	2
Plant and machine operators and assemblers	4	80	20	10
Elementary occupations	26	63	37	64
Total				243

TVET skills will be required by 8 of the top 15 occupations needed by the extractives sector and more than 60 per cent of the new ancillary jobs in that sector.¹⁵ Turkana County is endowed with an extractive sector with deposits of oil, gas and minerals. It is estimated that the sector has the potential to create 6,000 to 15,000 new jobs directly and to support the creation of an additional 42,000 to 98,000 ancillary jobs over the next ten years. Eight of the top 15 occupations needed by the extractives sector and more than 60 per cent of the new ancillary jobs will require TVET-acquired skills. The greatest need for the oil, gas and mining industry will be for hiring welders, pipe-fitters, drilling and servicing labourers, truck drivers and heavy equipment operators, and service operators.

University graduates will be required for 5 of the top 15 occupations in oil, gas and mining industry:

It is projected that the extractive sector, particularly the oil, gas and mining industry, will need geologists and geophysicists, petroleum engineers, process engineers and operators, and managers with university degrees specializing in oil, gas and mining. The remaining two of these top occupations are support positions, which will require university degree level qualifications in areas such as environmental management and purchasing and supply chain management. Corporate functions such as accounting, human resources and legal counsel will support between 1,000 and 3,000 jobs in the industry annually. The typology of occupations in Turkana County, where only 4 per cent of the workers are classified as plant and machine operators and assemblers, and 1 per cent are craft and related trades workers, is inconsistent with the skill demands for the extractives sector.

Workers in Turkana County receive low earnings from employment: The fact that the majority of the workers in the county are in elementary occupations means that they receive relatively low earnings from

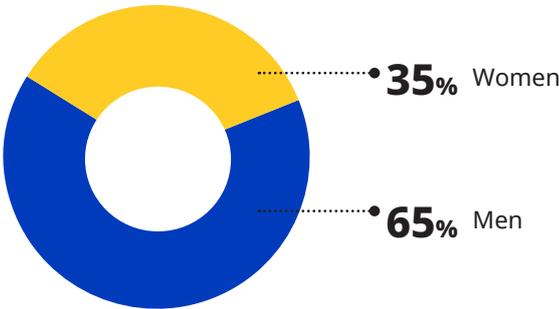
¹⁵ J. Omolo, and N.A. Anyidoho, Africa's Youth and Prospects for Inclusive Development: Regional Situation Analysis (Addis Ababa: United Nations Economic Commission for Africa, 2017).

employment. In Kenya, wages and remuneration are differentiated by levels of occupations. In 2021, workers in higher-level occupations earned statutory minimum wages that are 1.5 to 3.7 times the statutory minimum wage rates for workers in lower-level occupations. The rates also differed based on location, with the lowest-paid minimum wage worker in the cities earning up to 87.4 per cent more than the same group of workers in all other areas. The implication is that with Turkana County being largely a rural setup, its workforce in elementary occupations suffers a wage penalty of up to 87 per cent compared with the same group of workers in Nairobi, Kisumu and Mombasa cities.

Males dominate all the occupations in Turkana County: Gender gaps in labour market participation is one of the most pressing labour market challenges facing the globe. Addressing these gaps has proved to increase economic growth and enhance welfare in society.¹⁶ Disaggregation of the interviewed workforce in Turkana County by gender reveals that 65 per cent of the workforce is male, while 35 per cent is female (figure 1). Further analysis shows that male workers dominate (more than 70 per cent) crafts and related trades, legislators, administrators and managers, and plant and machine operators and assembler categories (table 1).

Female workers in Turkana County represent half the workers in the service, shop and market sales category: The survey results show that women make up 49 per cent of the workers in the occupational category of service, shop and market sales, while more than a third (37 per cent) are in elementary occupations. These results are consistent with the KNBS (2020) finding that women are under-represented in most sectors of formal employment requiring a high level of education or specialized skills. These include financial and insurance activities (39 per cent); information and communication (36 per cent); professional, scientific and technical activities (29 per cent); real estate (23 per cent); and administration and support services (10 per cent).¹⁷ Women are, however, over-represented in vulnerable employment at 68 per cent compared with 39 per cent for men. Women are also the majority in sectors that highlight women’s traditional roles in society such as human and social activities (58 per cent), and household activities as employers or domestic services (61 per cent).

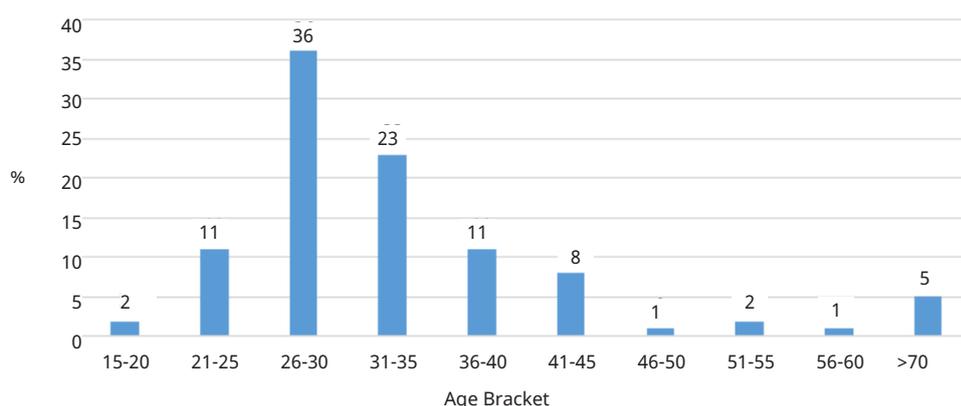
► **Figure 1. Distribution of labour force by gender (n=243)**



Turkana County has a youthful workforce: Analysis of the workforce by age is important in influencing decisions regarding productivity promotion, exploitation of opportunities presented by the future of work and gauging the proportion of youth not in employment, education and training (NEET).¹⁸ Figure 2 shows that 70 per cent of the workforce in Turkana County is aged between 26 and 40, and 13 per cent is aged under 25. Though the workforce is youthful, it lacks the appropriate skills and experience to make a meaningful contribution to the county’s growth and development.

¹⁶ ILO, World Employment and Social Outlook: Trends for women 2017 (Geneva: ILO, 2017), https://www.ilo.org/wcmsp5/groups/public/---dgreports/---inst/documents/publication/wcms_557245.pdf.
¹⁷ KNBS, Women’s Empowerment in Kenya: Developing a Measure (Nairobi: Kenya National Bureau of Statistics, 2020).
¹⁸ ILO, Global Employment Trends for Youth 2020: Technology and the Future of Jobs (Geneva: ILO, 2020). https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/---publ/documents/publication/wcms_737648.pdf.

► **Figure 2. Distribution of workers by age (n=243)**



The workforce in Turkana County is not adequately diversified: Workforce diversity is important in promoting integration and skills diffusion. The majority (97 per cent) of the workers in the county are Kenyans (table 2). Workers from other countries constitute only 3 per cent of the workforce. This means that the county’s workforce mostly lack the opportunity to interact with workers from other countries. Furthermore, though Turkana County is home to an estimated 220,000 refugees, none of the formal sector workers interviewed was from the refugee community (table 3). The absence of refugees in the formal sector workforce in particular may be explained by the encampment policy that has been pursued by the Government of Kenya. Overall, limited workforce diversity inhibits skills diffusion and technological transfer, and undermines social integration and productivity. It also highlights how difficult it is for refugees to access the formal labour market in Kenya.

► **Table 2. Proportion of employees by nationality (%)**

Nationality	Frequency (n=243)
Kenyan	97
Tanzanian	0.4
Ugandan	0.4
Others	2.2
Total	100

► **Table 3. Proportion of employees by nationality and status (%)**

Nationality or Nationality status	Refugee	Kenyan host community (%)	Kenyan, not local (%)	Foreigner, not refugee (%)	N
Kenyan	N/A	89	11	0	236
Tanzanian	0	0	0	100	1
Ugandan	0	0	0	100	1
Others	100	0	0	0	5

About 70 per cent of the workforce in Turkana County have at most middle level college education: Distribution of the workforce by level of education shows that 70 per cent of the workers had middle-level college education and below (table 4). Only 10 per cent of the workforce had university-level education. Workers aged 51 to 60 had lower levels of education than those in other age groups. The share of workers with a college level of education was also relatively high for workers in their late 20s and early 30s (figure 3). As expected, workers in higher-level occupations such as legislators, administrators and managers, professionals, technicians and associate professionals have higher levels of education than those in

elementary occupations: craft and related trades workers; service workers, shop and market sales workers (table 5).

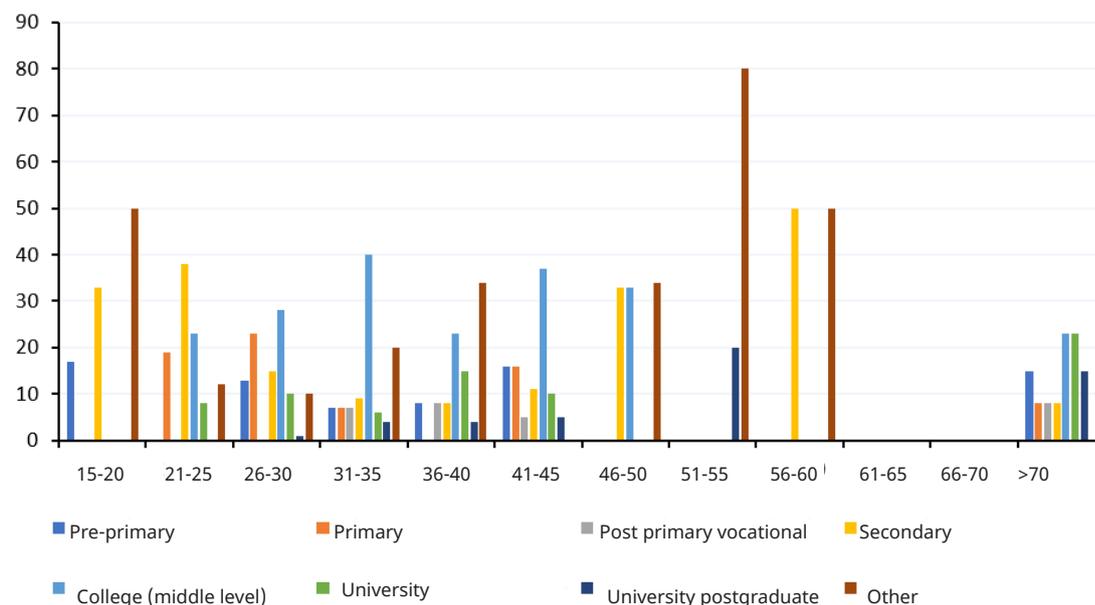
Workers from local communities in Turkana County have low levels of education and productivity:

The labour market assessment established that 60 per cent of the establishments surveyed complained that workers from the local communities have inadequate levels of education. Also, 56 per cent of the establishments reported that the workforce from the local communities has low levels of productivity. Admittedly, on average, low levels of education yield low levels of productivity, with resultant low levels of remuneration and returns to labour. This reinforces the earlier observation that workers in the county have low earnings from employment.

► **Table 4. Proportion of employees by highest level of education (%)**

Highest educational grade	Frequency (n=243)	Cumulative frequency
Pre-primary	9	9
Primary	14	23
Post primary vocational	3	26
Secondary	15	41
College (middle level)	29	70
University undergraduate	10	80
University postgraduate	3	83
Other	17	100
Total	100	

► **Figure 3. Proportion distribution of employees by age and level of education (%)**



Turkana County experiences skills mismatch in the managerial occupations: Skills mismatch is manifested in situations where skills shortages exist amid surpluses. Skills mismatch is also reflected in terms of incidences of over-qualification or under-qualification. The summaries presented in table 5 show that 21 per cent of the workers in the occupational category of legislators, administrators and managers had post-primary vocational education and another 4 per cent had attained the secondary level of education. In addition, 12 per cent of the workers in this occupational category had other forms of educational qualifications. Also, 2 per cent of the technicians and associate professionals interviewed had other forms

of education as the highest educational attainment. A similar situation was reported in the case of service workers, shop and market sales workers (14 per cent), and secretarial, clerical services and related workers (6 per cent). The scenario where workers with low educational attainment occupy higher-level occupations requiring higher levels of education and skills demonstrates incidences of under-qualification, and hence skills mismatch.

► **Table 5. Distribution of employees by occupation and level of education (%)**

Occupation or highest level of education	Pre-primary	Primary	Post primary vocational	Secondary	College (middle level)	University undergraduate	University postgraduate	Other	N
Legislators, administrators and managers	0	0	21	4	38	21	4	12	24
Professionals	0	0	0	3	50	25	22	0	32
Technicians and associate professionals	0	0	8	10	70	10	0	2	40
Secretarial, clerical services and related workers	0	9	0	29	44	12	0	6	34
Service workers, shop and market sales workers	19	24	0	32	5	6	0	14	37
Skilled farm, fishery, wildlife and related workers	0	0	0	0	0	0	0	0	0
Craft and related trades workers	50	0	0	0	0	0	0	50	2
Plant and machine operators and assemblers	30	0	0	30	0	0	0	40	10
Elementary occupations	19	33	0	9	0	0	0	39	64

There is low uptake of TVET in Turkana County: The highest educational attainment for a worker signals the kind of tertiary education they qualify for. It is expected that those with low educational attainments would go for TVET while those with high educational attainment would choose university training. A cross-tabulation of workers who have taken TVET with their highest level of education shows that those workers who are potentially qualified for TVET did not take it up (table 6). As illustrated in table 6, the proportion of the workforce with a primary level of education is 14 per cent, but only 2 per cent of this segment of the workforce went through TVET. The same applies to those with pre-primary education (9 per cent), where only 1 per cent have TVET skills. The implication is that 12 per cent of the workers with primary education and 8 per cent of those with pre-primary education have not sought any form of TVET skills training. When the potential for those with secondary education is compared with the actual numbers that have taken up TVET, the analysis shows that another 10 per cent of the workforce who could have potentially gone through TVET to acquire and upgrade their employability skills did not take up the training. This reveals a low uptake of TVET in the county, which may be attributed to inadequate knowledge and awareness of the existence of TVET opportunities, negative perceptions, particularly by the youth, about TVET, low levels of publicity about the potentials of TVET in promoting employability and livelihoods, and weak framework for career guidance and counselling.

► Table 6. Proportion of employees with vocational training (%)

Status with regards to vocational training	Highest level of education	Frequency (n=243)	Cumulative frequency	Category as % of the workforce
With vocational training	Pre-primary	1	1	9
	Primary	2	3	14
	Post primary with vocational training	3	6	3
	Secondary	4	10	15
	College middle level	6	16	29
	University undergraduate	3	19	10
	University postgraduate	0	19	3
	Other	0	19	17
None		81	100	

► 4.3 On-the-job training

Seven in ten workers in Turkana County lack the opportunity to improve their productivity: Workers can improve their productivity by undertaking additional training or gaining work experience through work-based learning (WBL) programmes such as on-the-job training. Table 7 shows that 71 per cent of the workforce in Turkana County had not received any on-the-job training during their employment. This means that majority of the workforce have not had the opportunity to improve their skills through WBL programmes and, therefore, their productivity. The low levels of opportunities for on-the-job training may be attributed to the fact that WBL programmes are mainly implemented by employers. According to the assessment, employers promote on-the-job training by arranging and/or sponsoring workers to attend such training. As illustrated in table 8, 93 per cent of the workforce in Turkana County that accessed on-the-job training opportunities had the training formally organized by their employers, 69 per cent were sponsored by the employer, and 17 per cent were supported by development partners. All the workers interviewed considered the training to be relevant to the performance of their work.

► Table 7. Proportion of employees who have received on the job training (%)

Received training	Frequency (n=243)
Yes	29
No	71
Total	100

► Table 8. Proportion of trained employees by training characteristics (%)

Nature of training	Frequency (n=70)
Formal training	93
Informal training	7
Total	100
Sponsored by	(n=71)
Self	11
Employer	69
Family	1
Donor agency	17
GOK	2
Total	100
Relevance of the training	(n=71)
Yes	100
No	0
Total	100
Award received after training	(n=71)
Certificates	90
Unspecified	10
Total	100

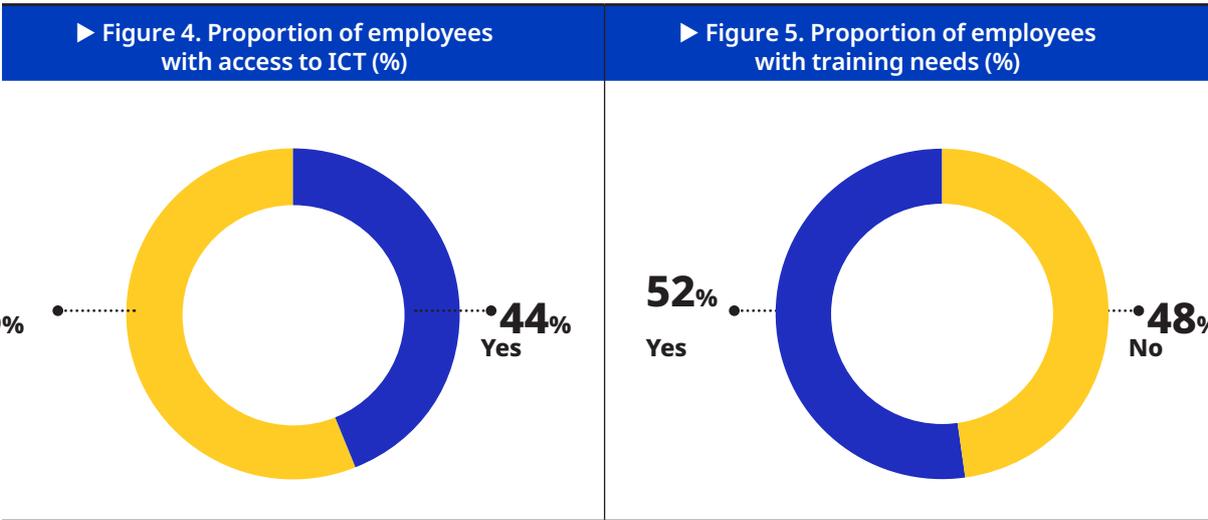
The workforce in Turkana County lacks the experience and information benefits associated with regular skills training: A regular training schedule is important in ensuring consistent acquisition and upgrading of work skills and exposure to new technology and information. Cumulatively, 70 per cent of the workers who participated in the survey in Turkana County do not receive regular training (table 9). Out of these, 31 per cent could not confirm if they received regular training, while 38 per cent did not receive any training at all. The irregularity of training is compounded by the fact that some 5 per cent of the workforce found the training at their institutions to be unstructured. The implication is that the workforce may lack the requisite work experience and may not benefit from new technology and information that is associated with a regular and predictable training schedule.

► Table 9. Distribution of workers by regularity of skills training (%)

Frequency of training	Frequency (%) (n=242)	Cumulative frequency
Not applicable	1	1
Not at all	38	39
Don't know	31	70
Other	1	71
Monthly	6	77
Quarterly	3	80
Annually	15	95
Unstructured	5	100
Total	100	

Workers in Turkana County have limited access to information and communications technology (ICT): Access to ICT has the potential of improving a worker’s productivity. Through ICT, workers become more productive by being more efficient in repetitive routine activities that would otherwise slow the work processes. Figure 4 shows that 56 per cent of the workforce in Turkana County has no access to ICT facilities. This means that more than half of the workforce may not be able to fully unleash their productivity potential and hence do not enjoy the productivity gains associated with access to ICT facilities.

Half of the workforce in Turkana County has diverse training needs which, if met, would improve their productivity: Skills training as an avenue for improving work performance and productivity is more effective when felt as a need by the workforce. Figure 5 shows that 52 per cent of the workforce in Turkana County have felt training needs. As illustrated in table 10, the training needs are in areas such as ICT (26 per cent), clerical services (20 per cent), disaster management (15 per cent), and accountancy and bookkeeping (13 per cent). The identified training needs may, however, not be informed by information on the skills needed in the labour market, and career prospects in different sectors of the county’s economy.



► Table 10. Proportion of employees with training needs by skills training needs (%)

Skill training needs	Frequency (n=121)
Accountancy and bookkeeping	13
Entrepreneurship	6
Human health	1
Educational	6
Catering and accommodation	5
Communication	6
ICT	26
Disaster management	15
Plant operation	1
Clerical	20
Professional	1
Total	100

► 4.4 Employment and work experience

On average, the workforce in Turkana County has to wait for a year before transitioning to their first job, and the transition rate slows with age: School-to-work transition reflects on the tightness of a country's labour market. Table 11 shows that a new labour market entrant in Turkana County takes 13 months on average before securing a job. When cross-tabulated with occupations, workers in the occupational category of plant and machine operators and assemblers take longer (16 months) to get their first job than those in other occupational groups. The analysis also showed that it becomes harder for a worker to get the first job as they age up to 50 years (table 12).

► **Table 11. Time taken before getting the first job in months by occupation**

Occupation	Mean	Minimum	Maximum
Legislators, administrators and managers	10	2	36
Professionals	14	1	72
Technicians and associate professionals	13	1	48
Secretarial, clerical services and related workers	14	1	48
Service workers, shop and market sales workers	11	1	56
Plant and machine operators and assemblers	16	5	72
Overall time	13	2	72

► **Table 12. Time before getting the first job in months by age group**

Age group	Mean	Minimum	Maximum
15-20	9	3	12
21-25	14	1	56
26-30	11	1	72
31-35	13	2	72
36-40	11	3	48
41-45	21	2	72
46-50	27	6	48
51-55	19	10	48
56-60	12	12	12
Over 70	17	3	36

Slow school-to-work transition adds to the pool of unemployed youth and discouraged jobseekers: A long waiting time before acquiring the first job means slow school-to-work transition, calling for measures to smoothen the process. With rapid growth in the labour force, slow school-to-work transition adds to the pool of unemployed and discouraged young jobseekers. Their large number not only deprives the county of her human capital, but also affects its social stability. The twin situation of youth unemployment and discouraged jobseekers encourage a feeling of hopelessness among young people and makes them vulnerable, especially to radicalization by extremists. It also undermines any effort towards the integration of refugees and host communities.

In Turkana County, 81% of the workforce have not changed jobs since employment: The frequency with which workers change jobs is important in determining the tightness of the labour market and explaining employee turnover. Labour mobility also has implications on worker earnings and experience. Overall, 81

per cent of the workforce in Turkana County have not changed jobs since their first employment (table 13). Of those who have changed jobs, the majority (8 per cent) have done it once. The low levels of employee turnover may be attributed to the high levels of unemployment in the county and the country in general. The majority (93 per cent) of the county's workforce have also been in employment for at most five years. A cross-tabulation of the incidence of job switch with the years of experience shows that those who have stayed in their current job for more than 10 years are likely to switch their jobs once. Also, workers in their earlier years of employment are more likely to switch jobs than the older ones.

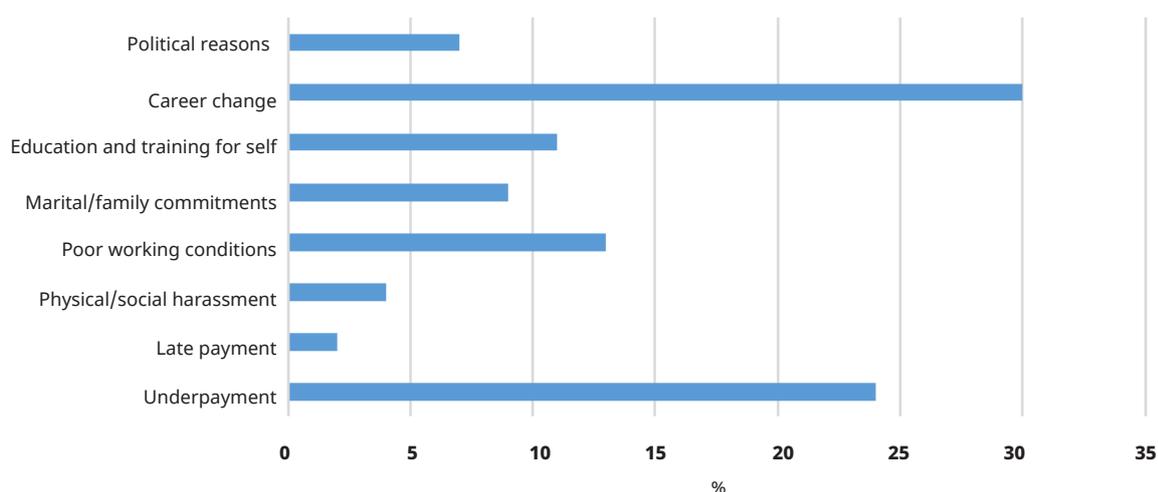
The workers who have been switching jobs were motivated by a change of careers and pay disputes:

Workers switch jobs in search for better employment prospects, change of career, or marital or parental commitments. Figure 6 shows that a number of factors may compel workers to change jobs. These include career change (30 per cent), underpayment (23 per cent), poor working conditions (13 per cent), education and training (11 per cent), and marital or family commitments (9 per cent). Though late payment (4 per cent) and physical or social harassment (4 per cent) have low tallies as push factors for changing jobs, it shows the existence of violations of fundamental principles and rights at work in the county.

► **Table 13. Distribution of workers by years of experience and frequency of changing jobs (%)**

Years of experience	Frequency of changing jobs						N
	0	1	2	3	4	5	
0-5	81	8	6	3	1	1	219
6-10	80	10	10	0	0	0	10
11-15	50	50	0	0	0	0	4
16-20	0	0	0	100	0	0	1
21-25	100	0	0	0	0	0	1
Overall	81	9	6	3	1	1	235

► **Figure 6. Distribution of workers by reason of job change (%)**

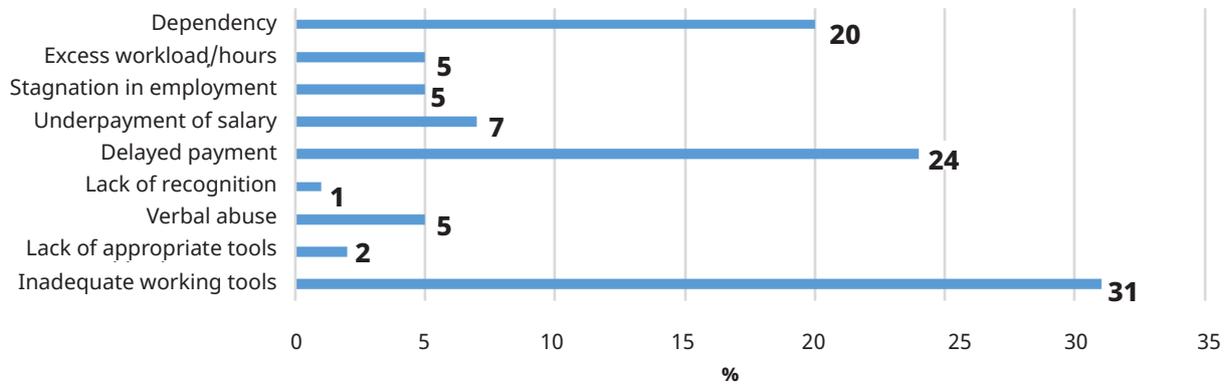


Slightly less than a third of the workforce in Turkana County identify inadequate or lack appropriate tools or equipment as a challenge:

Workers face a number of hindrances in the performance of their duties. The work-related constraints impair productivity, undermine organizational competitiveness and the creation of productive and sustainable employment opportunities. The workers interviewed in Turkana County identified inadequate and/or lack of appropriate tools as a key challenge they face in the performance of their duties (figure 7). Other challenges faced by workers include delayed payment (25 per cent); high

dependency (20 per cent); underpayment (6 per cent); and excess workload, stagnation in employment and verbal abuse, which were each identified by 5 per cent of the respondents. All the aforementioned issues apart from dependency reinforce the earlier findings on push factors for job change and the existence of worker rights violations in the county.

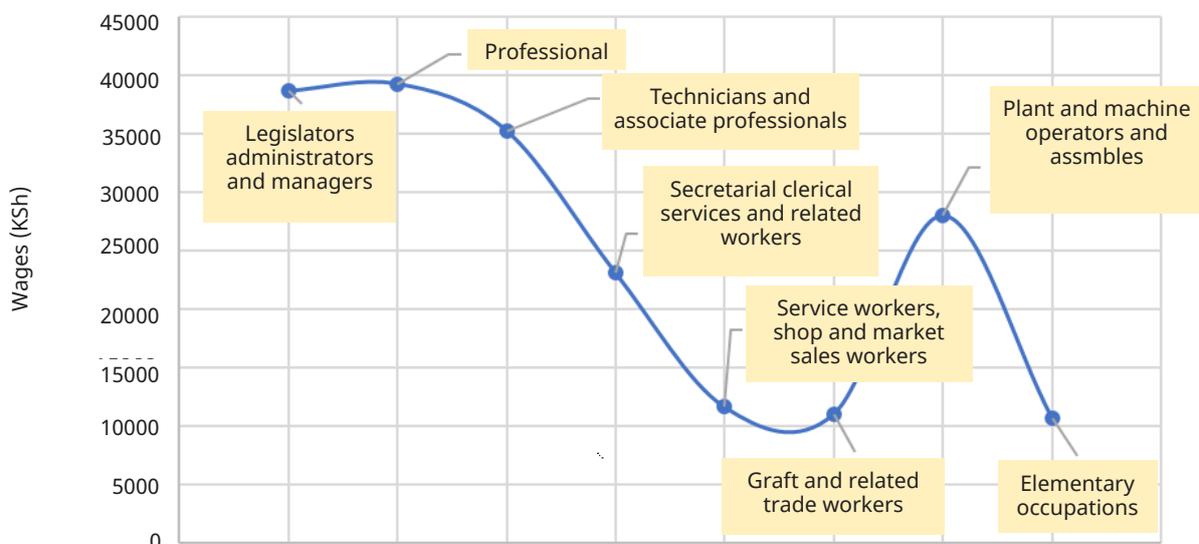
► **Figure 7. Challenges faced by workers at their workplaces (%)**



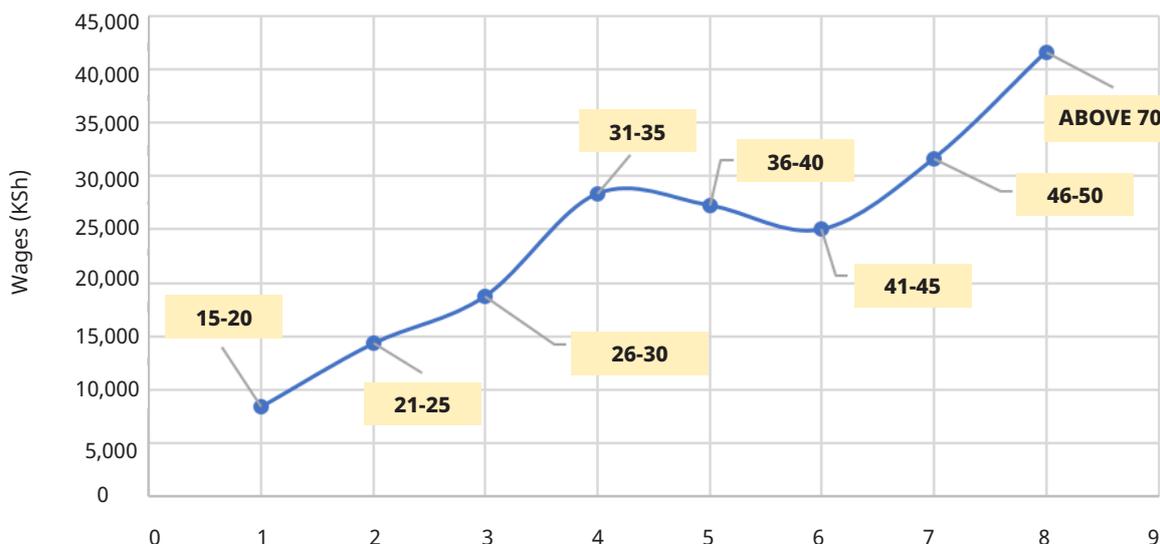
► 4.5 Terms of employment

Wages and remuneration in Turkana County are differentiated, based on occupations: Generally, wage earnings should be based on productivity and the level of investment in education and training. The labour market assessment of Turkana County showed that the workforce, on average, earn wages that are differentiated, based on occupations (figure 8). According to the data collected, professionals earn the highest level of wages while those in craft and related trades, and elementary occupations, earn the lowest. The implication is that occupations requiring high levels of skills and greater investment in human capital development attract higher remuneration. The firm data collected shows further that the wage earnings increase with age (figure 9). Though this is a good pointer of wage earnings being aligned to labour productivity, as proxied by years of schooling and experience, it reflects on the vulnerability of young workers.

► **Figure 8. Distribution of employees' mean wage by occupation (%)**

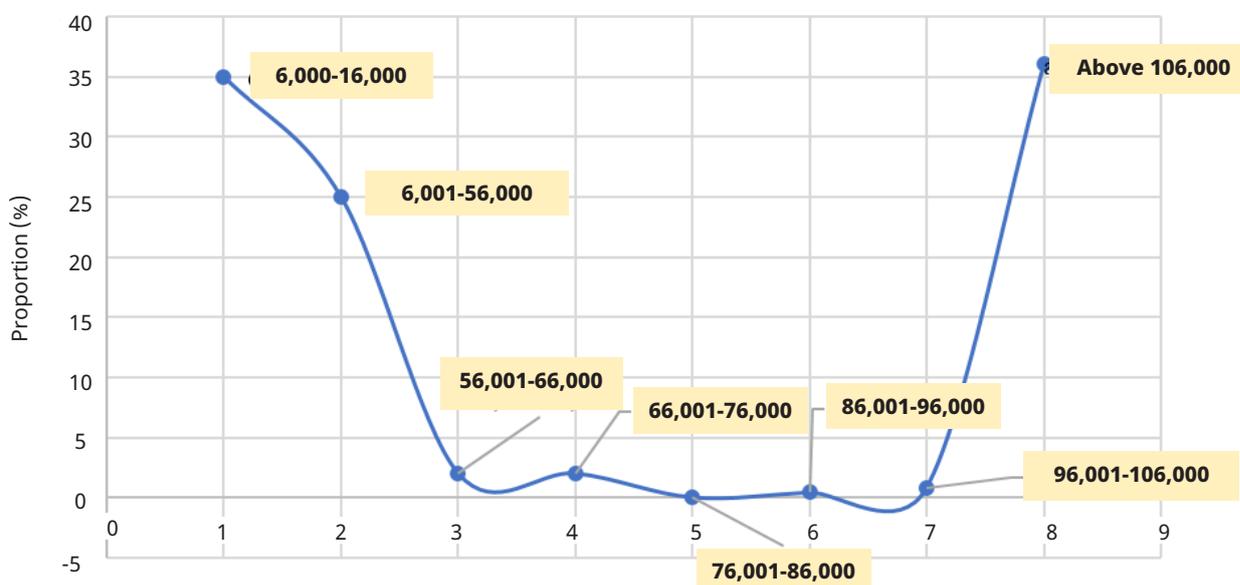


► Figure 9. Distribution of employees mean wage by age (%)



Wage earnings in Turkana County are skewed: A major issue in the distribution of wages earned by employees in formal establishments in Turkana County is the existence of pay disparities. Figure 10 shows skewness in the distribution of workers along the pay scale. As illustrated in the figure, a considerable number of workers earn extremely low pay or considerably high pay, thus yielding a U-shaped pay structure. This scenario creates a missing middle problem in the pay structure, hence manifesting the existence of wage differentials.

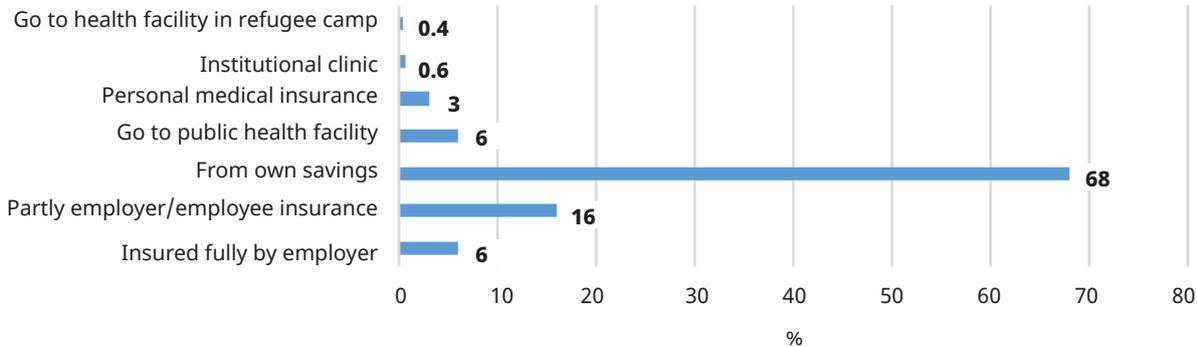
► Figure 10. Proportion of workers earning a given wage (%)



The workforce in Turkana County has no health cover: Social protection is a key pillar of decent work, as reinforced by ILO (2021). Figure 11 shows that the majority of workers in Turkana County face livelihood risks owing to the lack of social security. According to the estimates, up to two thirds of the county’s workforce have to face catastrophic health expenditure from their own savings, with only 6 per cent being covered by employer-provided medical schemes. This situation may undermine the ability of the households to provide and maintain their basic needs. The scenario is way below the basic social security principles and minimum standards provided for in the Social Security (Minimum Standards) Convention, 1952 (No. 102), which identifies nine branches of social security as medical care, sickness benefit, unemployment benefit, old-age benefit, employment injury benefit, family benefit, maternity benefit, invalidity benefit and survivors’ benefit. The implication is that a low percentage of the workers are protected by the social security schemes.

This aggravates the vulnerability of young and women workers in the county who, on average, earn low pay. It further shows the extent of exposure and vulnerability of the workers, particularly during the COVID-19 pandemic.

► **Figure 11. Options for the workers’ healthcare (%)**



► 4.5 Skills development

The establishment survey coincided with the closure of educational institutions during the third COVID-19 lockdown, which limited the amount of data that could be collected. This section presents the findings of the primary data collected from the few tertiary institutions that were open. The results have been corroborated using secondary data. The analysis and corroboration established the following.

Turkana County has a high concentration of public tertiary education and training institutions that are mostly new: Seven of the eight tertiary education and training institutions surveyed in the county were public and less than six years old (table 14). Six of the eight institutions were VTCs. This finding is consistent with the county government’s aspiration to establish a network of polytechnics with courses that provide a range of vocational opportunities. The CIDP I (2013-2017) prioritized this as a mechanism for reducing high school dropouts, as well as increasing the transition to tertiary institutions.

There is a weak framework for public-private partnership in skills development in Turkana County: The county has a low number of private tertiary education and training institutions. This points to a weak strategic framework for public-private partnership in skills development. Public institutions rely on the exchequer for capitation. The institutions also implement curricula approved by the relevant regulatory bodies. It is noted, however, that most of the tertiary education and training institutions in Kenya are ill-equipped. The institutions also have weak linkages with industry and implement curricula that mostly do not correspond to labour market demands. This finding is consistent with World Bank (2018), which established that out of 50 TVET institutions that were assessed in Kenya in 2016, only 60 per cent had functional equipment, of which less than 30 per cent had enough equipment for all students.

► Table 14. Tertiary education institutions in Turkana County

SN	Name of institution	Sub-county	Ward	Ownership	Category	Year incorporated
1	Lokichar Vocational Training Centre	Turkana South	Lokichar	Public	Youth Polytechnic	2016
2	Logurum Vocational Training Centre	Loima	Turkwel	Public	Youth Polytechnic	2019
3	Lokichogio Vocational Training Centre	Turkana West	Lokichagio	Public	Vocational Training Centre	2019
4	Ewala Integrated ECD Centre	Turkana East	Lokori/Kochodin	Private	Private Commercial College	2015
5	Kalokol Vocational Training Centre	Turkana Central	Kalokol	Public	Vocational Training Centre	2019
6	Lodwar Vocational Training Centre	Turkana Central	Township	Public	Vocational Training Centre	1976
7	Turkana University College	Turkana Central	Kanamkemer	Public	Public University	2017

Turkana University College offers certificate, diploma and degree courses that are responsive to the short- and medium-term skill demands of the county: Turkana University College (TUC) is a constituent college of Masinde Muliro University of Science and Technology (MMUST). TUC's academic programmes have increased from 14 at inauguration in 2017 to 26 by the academic year 2019/2020 (table 15). The courses range from certificates to postgraduate, with the bulk being for undergraduate degree programmes. The programmes cover the areas of social sciences, journalism and information; business, administration and law; education; and science, health, and ICT (table 16). Assessment of the skill demands by the formal establishments in the county showed that demand will mainly be in the managerial occupations in the short and medium terms, while the informal enterprises will mostly require marketers, managers, communication experts and customer care experts. The implication is that the courses offered by TUC fairly match the skills set required in the county in the short and medium terms.

► Table 15. Programmes offered by Turkana University College by level of education (%)

	2017/2018	2019/2020
Masters	3	5
Bachelors	5	10
Diploma	6	8
Certificate	-	3
Total	14	26

Source: Turkana University College 2019/2020 prospectus

► **Table 16. Programmes offered by Turkana University College by level and cluster as of 2020**

	Doctorate	Masters	Bachelors	Diploma	Certificate
Social Sciences, journalism and information	0	1	3	1	1
Business, administration and law	0	2	1	2	1
Education	0	0	2	0	0
Science, health, and ICT	0	2	4	5	1
Total	0	5	10	8	3

Source: Turkana University College 2019/2020 prospectus

Vocational training centres in Turkana County offer programmes that are in some way aligned to market demands: The survey of education and training institutions established that the VTCs in the county offer ten programmes in the areas of cement making, early childhood education, hairdressing, ICT, motor vehicle mechanics, masonry, plumbing, catering and accommodation, electrical and welding (table 17). Enrolment in the programmes does not appear to follow the gender stereotypes that expect females to pursue non-STEM programmes. The courses on offer correspond to local skills demand; for instance, the local demand for plumbers in the county’s extractives sector is addressed by the course on plumbing.

► **Table 17. Programmes offered by vocational training centres in Turkana County**

Programme	Enrolment						Nationality
	2018		2019		2020		
	Male	Female	Male	Female	Male	Female	
Cement making	5	17	7	19	15	24	Kenyan
Early childhood education	37	21	28	27	32	21	
Hairdressing	17	8	7	21	14	56	
ICT	19	16	50	36	18	13	
Motor vehicle mechanics	17	8	74	19	13	3	
Masonry			3	0	27	18	
Plumbing	27	12	53	19	17	3	
Catering and accommodation			1	19	29	12	
Electrical			13	2	27	10	
Welding			45	9			
Total	122	82	281	171	192	160	
	204		452		352		

A limited budget is the single biggest factor affecting human resource development in Turkana County: Education is a key avenue through which the population can gain skills for work and entrepreneurship. However, several challenges hinder skills development in the county. Key among these are financial resource constraints, inadequate physical facilities and inadequate or unqualified staff (table 18). The constraints identified by the institutions is a replica of the situation facing other public tertiary education institutions in the country.

► **Table 18. Ranking of challenges by educational institutions in Turkana County (%)**

Factors affecting utilization	Rank
Financial or budget constraints	1
Lack of physical facilities	2
Inadequate or unqualified staff	3
Teaching materials	4
Lack of trainees	5

▶ 5

Assessment of labour demand in Turkana County

▶ 5.1 Introduction

This section assesses labour demand in Turkana County using an establishment survey approach. The survey focused on both informal and formal enterprises in Turkana County. The discussion is centered on employment and livelihood opportunities, current and potential skills demand and viable occupational areas. It also profiles viable economic sectors and activities, and assesses relative competitiveness and labour absorptive capacities of the labour market.

▶ 5.2 Labour demand in the informal sector

Informal micro enterprises in wholesale and retail trade; motor vehicle and motorcycle repair are key in driving employment and livelihoods in Turkana County: The integrated labour market assessment captured information from 147 informal establishments. Of these, 99 per cent had 1 to 9 employees, 1 per cent had 10 to 49 employees, and none had more than 50 employees. This means that the majority (99 per cent) of the informal enterprises surveyed in the county are micro enterprises (table 19), and only 1 per cent are small. The implication is that no medium informal enterprises were captured during the survey. The county government classifies establishments as small, medium or large enterprises based on their ability to pay taxes. In this respect, the county's 2021 single business permit register had 49 per cent of small, 33 per cent medium and 18 per cent large firms. This categorization maps to a majority of micro firms, followed by small and medium enterprises if put in the context of employment.

▶ Table 19. Distribution of informal enterprises by size

Number of workers	Frequency (%) (n=141)
Micro enterprises	99
Small enterprises	1
Medium enterprises	0

Informal enterprises in Turkana County hardly graduate in size: The graduation of informal enterprises from one size to the other along the MSME growth continuum, and movement of the enterprises towards formality, are important factors in judging the prospects of the enterprises to create employment, strengthen livelihoods and promote economic opportunities for refugees and host communities. The indicator is also important in informing policy intervention aimed at stimulating growth and development of the informal enterprises, including the promotion of employment creation and livelihood opportunities. As illustrated in table 19, the bulk (99 per cent) of the informal enterprises in the county are micro enterprises, with only 1 per cent of small businesses. None of the surveyed informal enterprises was in the medium size category. This means that the informal enterprises hardly expand in their size and scale of operations, and points to the existence of a missing middle problem, inhibiting the graduation of the informal enterprises along the growth continuum, and their path to formality.

Wholesale, retail trade and repair of motorized vehicles are the dominant informal enterprises in Turkana County: The survey results showed that 74 per cent of the informal enterprises in the county engage in the wholesale and retail trade and the motor vehicle and motorcycle repair sector (table 20). Furthermore, 15 per cent of the enterprises surveyed were in accommodation and food service activities; and 4 per cent each in information and communication, and agriculture, forestry and fishing.

► **Table 20. Sectoral distribution of informal enterprises in Turkana County**

Sector	Frequency (%) (n=141)
Wholesale and retail trade; motor vehicle and motorcycle repair	74
Accommodation and food service activities	15
Information and communication	4
Agriculture, forestry and fishing	4
Other service activities	2
Professional, scientific and technical services	0.5
Administrative and support service activities	0.5

Informal enterprises drive employment and livelihood opportunities in Turkana County: The dynamics of informal enterprises in the county mirrors the national landscape, where 99.4 per cent of the 6,987,090 informal enterprises surveyed in 2016 were in the micro category, with 63 per cent of the micro enterprises being engaged in wholesale and retail activities (KNBS, 2016). The implication is that informal micro enterprises in the sectors of wholesale and retail trade and motor vehicle and motorcycle repair are key drivers of employment and livelihood opportunities in the county. Given the ease of entry in informal businesses, the sector has the greatest potential to provide employment, income generation and livelihood opportunities to the county’s refugees and host communities.

Informal enterprises in the wholesale and retail trade, and motor vehicle and motorcycle repair in Turkana County are mainly micro in nature: The distribution of informal enterprises by size and sector shows that all the informal enterprises in the wholesale and retail trade, and motor vehicle and motorcycle repair surveyed were micro enterprises employing 1 to 9 workers (table 21). The same was the case for informal enterprises in agriculture, forestry and fishing, professional, scientific and technical services, and administrative and support service activities. Only a few informal enterprises in accommodation and food service activities and information and communication were small, engaging 10 to 49 workers. This finding continues to reinforce the existence of a missing middle problem in the county.

Informal economy sectors and their value chains have the potential to create employment, strengthen livelihoods and promote economic opportunities for refugees and host communities in Turkana County: The foregoing results signal the presence of certain constraints that inhibit the growth and development of the informal enterprises in the county. It also points to the existence of key sectors and value chains in the informal economy that can spur employment creation, strengthen livelihoods and promote economic opportunities for refugees and host communities. Based on the analysis presented in

table 21, the sectors with the potential to spur increased production, productivity and employment are the wholesale and retail trade, motor vehicle and motorcycle repair, accommodation and food service activities, information and communication, agriculture, forestry and fishing, professional, scientific and technical services, and administrative and support service activities.

► **Table 21. Sectoral distribution of informal enterprises by size**

Sector	Size of the enterprise	N	Frequency (%)
Agriculture, forestry and fishing	Micro	5	100
Wholesale and retail trade; motor vehicle and motorcycle repair	Micro	100	100
Accommodation and food service activities	Micro	20	95
	Small		5
Information and communication	Micro	5	80
	Small	1	20
Professional, scientific and technical services	Micro	1	100
Administrative and support service activities	Micro	1	100
Other service activities	Micro	3	100

Turkana West, Turkana South, Turkana North and Loima sub-counties have large reserves of informal micro enterprises: The labour market assessment showed that of the six sub-counties in Turkana County, Turkana Central and Turkana East are the only sub-counties with few small informal enterprises (table 22). The remaining sub-counties, namely Turkana West, Turkana South, Turkana North and Loima have large reserves of informal micro enterprises. The implication is that stagnation of informal enterprises at the micro level is acute in these sub-counties.

► **Table 22. Distribution of informal enterprises by size and sub-county**

Sub-county	Size of the enterprise	Frequency (%)
Turkana Central		n=64
	Micro	98
	Small	2
Turkana South		n=31
	Micro	100
Turkana West		n=12
	Micro	100
Turkana East		n=6
	Micro	83
	Small	17
Turkana North		n=3
	Microenterprises	100
Loima		n=20
	Microenterprises	100

Informal micro enterprises in the wholesale and retail trade, and motor vehicle and motorcycle repair, are for self-employment, unlike the other sectors: The number of employees in an enterprise is an indicator of its labour absorptive capacity. Enterprises with one worker signifies self-employment orientation, while those with more than one employee points at growth intentions of the enterprise (GIZ, 2014). The survey data showed that 79 per cent of the informal enterprises employed only one worker, 8 per cent employed two workers while 13 per cent employed 3 to 21 workers (table 23). As summarized in table 24, the single employee orientation is more pronounced in informal enterprises engaged in wholesale and retail trade, motor vehicle and motorcycle repair (89 per cent), information and communication (80 per cent), agriculture, forestry and fishing (80 per cent), and other services activities (67 per cent). Incidences of informal micro enterprises with one worker is more prominent in Turkana South, Turkana West, Turkana North and Loima sub-counties.

Informal enterprises in Turkana County are employing below their potential: The number of workers employed by an enterprise may help gauge if the enterprise is competitive and exploiting its full employment potential. According to the KNBS (2016), a micro enterprise in Kenya employs between one and nine workers; however, as a stylized fact, micro enterprises in the country employ an average of two workers. This means that if they have only one worker, the majority of the micro enterprises in the county are employing below their capacity. This under-employment may be attributed to business constraints experienced by the enterprises. It also points to the existence of an opportunity for unlocking the constraints and unleashing the employment potential of the enterprises to improve the socio-economic welfare of the county’s residents.

► Table 23. Distribution of enterprises by employment size

Number of workers	Frequency (%) (n=116)
1	79
2	8
3-21	13

► Table 24. Sectoral distribution of enterprises by employment size

Sector	Number of workers	Frequency (%)
Agriculture, forestry and fishing		n=5
	1	80
	6	20
Wholesale and retail trade; motor vehicle and motorcycle repair		n=100
	1	89
	2	9
	3-8	2
Accommodation and food service activities		n=20
	1	40
	2	5
	3	10
	4	5
	5	5
	7	10
	8	10
	9	10
10	5	
Information and communication		n=5
	1	80
	21	20
Professional, scientific, and technical services		n=1
	8	100
Administrative and support service activities		n=1
	2	100
Other service activities		n=3
	1	67
	3	33

Five sectors in the informal economy have greater potential to create employment in Turkana County:

If they are assessed on the basis of employment, accommodation and food service activities, professional, scientific and technical services, and information and communication, in that order, are the informal economy sectors with the greatest potential to spur increased employment and livelihood opportunities in the county (table 24). Others are agriculture, forestry and fishing, wholesale and retail trade, and motor vehicle and motorcycle repair.

Agriculture, livestock and fishing present a good entry point for labour-intensive employment in Turkana County:

While agriculture and allied sectors account for 3 per cent of the informal enterprises surveyed in the county, they represent immense opportunities for employment. Traditionally, Turkana County is a pastoralist region with some of Kenya's largest herds of livestock. In addition, the county has agro-pastoral livelihood zones where maize, sorghum and cowpeas, fruit and vegetables are cultivated during the long rainy season. To ensure food availability, accessibility and affordability, the county government has established a number of programmes, including the development of an agricultural training centre, the promotion of horticultural production, the provision of subsidies on input and extension services.

There is also a strategic focus on the promotion of irrigation and fishing in Kakuma. Others are training and behaviour change towards smart agricultural practices among refugees and host communities, and large-scale investment in the value chains. Interventions by the county government, with the support of local and international development partners, are important steps towards ensuring food security, increased employment creation, and the promotion of productivity and competitiveness.

The majority of informal enterprises in Turkana County are unlikely to hire in the short and medium terms: The ILO (2021) maintains that performance of enterprises of all sizes affects their ability to create decent jobs and incomes. According to the study, the higher the level of income, the greater the ability of an enterprise to create decent jobs, and vice versa. Tables 25, 26 and 27 show the distribution of informal enterprises in the county by their ability to hire and create jobs. The analysis shows that 75 per cent of the informal enterprises make an average gross monthly income of at most 36,000 shillings (table 25). These enterprises are most likely not to hire workers.

► **Table 25: Distribution of enterprises by income and ability to hire**

Average gross monthly income of the enterprise	Frequency (%) (n=122)	Cumulative Frequency (%)	Likelihood of hiring
1,000–12,000	35	29	Most unlikely
12,001–24,000	32	55	More unlikely
24,001–36,000	24	75	Unlikely
36,001–48,000	15	86	Maybe
48,001–60,000	6	92	Likely
60,001–200,000	9	99	More likely
Over 200,000	1	100	Most likely

Three in every four of the informal enterprises in Turkana County are unlikely to hire workers: Table 26 matches the average gross monthly income of the informal enterprises with their ability to employ. According to the results, 75 per cent of the informal enterprises are unlikely to hire. The inability to hire is more pronounced in other service activities (100 per cent), the wholesale and retail trade, motor vehicle and motorcycle repair (77 per cent), accommodation and food service activities (74 per cent) and agriculture, forestry and fishing (75 per cent). The probability of hiring by the informal enterprises starts to show for those with average gross monthly incomes of at least 36,001 shillings. The potential for hiring is more promising in administrative and support service activities (100 per cent), and information and communication (60 per cent).

► Table 26. Sectoral distribution of enterprises by income and ability to hire

Sector	Average gross monthly income of the enterprise	Frequency (%)	Likelihood of hiring
Agriculture, forestry and fishing		n=4	
	1,000–12,000	50	Most unlikely
	12,001–24,000	25	More unlikely
	36,001–48,000	25	Maybe
Wholesale and retail trade; motor vehicle and motorcycle repair		n=91	
	1,000–12,000	26	Most unlikely
	12,001–24,000	29	More unlikely
	24,001–36,000	22	Unlikely
	36,001–48,000	14	Maybe
	48,001–60,000	5	Likely
	60,001–200,000	4	More likely
Accommodation and food service activities		n=19	
	1,000–12,000	37	Most unlikely
	12,001–24,000	21	More unlikely
	24,001–36,000	16	Unlikely
	36,001–48,000	5	Maybe
	48,001–60,000	5	Likely
	60,001–200,000	16	More likely
Information and communication		n=5	
	12,001–24,000	20	More unlikely
	24,001–36,000	20	Unlikely
	48,001–60,000	20	Likely
	60,001–200,000	20	More likely
	Over 200,000	20	Most likely
Administrative and support service activities		n=1	
	60,000–200,000	100	More likely
Other service activities		n=2	
	1,000–12,000	100	Most unlikely

Informal enterprises in Turkana North are more likely to hire than those in other sub-counties. The employment and livelihood opportunities presented by the informal enterprises show that 67 per cent of the informal enterprises in Turkana North are more likely to hire an additional worker (table 27). Other sub-counties with greater potential for informal sector employment are Turkana Central (31 per cent), Turkana West (30 per cent), Turkana East (20 per cent) and Turkana South (20 per cent). According to the data, all the informal enterprises surveyed in Loima sub-county were unlikely to employ.

►Table 27. Distribution of informal enterprises by income, ability to hire and sub-county

Sub-county	Number of workers	Frequency (%)	Likelihood of hiring
Turkana Central		n=61	
	1,000–12,000	20	Most unlikely
	12,001–24,000	21	More unlikely
	24,001–36,000	28	Unlikely
	36,001–48,000	21	Maybe
	48,001–60,000	5	Likely
	60,001–200,000	3	More likely
	Over 200,000	2	Most likely
Turkana South		n=30	
	1,000–12,000	33	Most unlikely
	12,001–24,000	30	More unlikely
	24,001–36,000	17	Unlikely
	36,001–48,000	3	Maybe
	48,001–60,000	10	Likely
	60,001–200,000	7	More likely
	Turkana West		n=10
1,000–12,000		60	Most unlikely
12,001–24,000		10	More unlikely
36,001–48,000		10	Maybe
60,001–200,000		20	More likely
Turkana East		n=5	
	1,000–12,000	60	Most unlikely
	12,001–24,000	20	More unlikely
	60,001–200,000	20	More likely
Turkana North		n=3	
	1,000–12,000	33	Most unlikely
	60,001–200,000	67	More likely
Loima		n=13	
	1,000–12,000	23	Most unlikely
	12,001–24,000	62	More unlikely
	24,001–36,000	15	Unlikely

Informal enterprises in Turkana County are more capable of hiring than median informal enterprises in Kenya: The comparison of the financial performance of informal enterprises in the county with those at the national level can help determine the relative level of competitiveness of the enterprises. The 2015/2016 MSME survey showed that the median MSME in Kenya had an average monthly income of 6,000 shillings, 50,000 shillings and 20,000 shillings, respectively. The median micro enterprise in Turkana County, however, generates an average of 20,000 shillings per month, while the median small enterprise generates up to 1,254,000 shillings per month (table 28). When mapped nationally, the county's micro and small enterprises

are more competitive than the national median micro and small informal enterprises. This means that the informal enterprises in Turkana County only require a slight ignition in terms of more targeted strategies to enhance their growth, employment generation and livelihood potentials.

► **Table 28. Median average gross monthly income of informal enterprises in Turkana County by size**

Category by size	Frequency (%) n=117
Micro enterprises	20,000
Small enterprises	1,254,000
Medium enterprises	-

Slightly more women than men own informal micro enterprises in Turkana County: In Kenya, enterprises owned by women have mostly been found to be micro in size, informal with regards to registration, and to have an income penalty compared with male-owned enterprises (Sethuraman, 1998). The overall implication of this strand of literature is that informal enterprises are biased towards employing men, with better conditions than females. According to the 2015/2016 MSME survey, females owned 58.5 per cent of informal micro enterprises, while males owned 55.6 per cent of the informal small enterprises and 51.2 per cent of the medium enterprises. However, the case is different in Turkana County, where males and females are equal in terms of ownership of small enterprises, and only 2 percentage points away from parity in respect to the ownership of informal micro enterprises (table 29), which means there is a near-gender parity in the ownership of informal enterprises in the county. This implies that by engaging in entrepreneurship, men and women have equal employment and livelihood opportunities in the county.

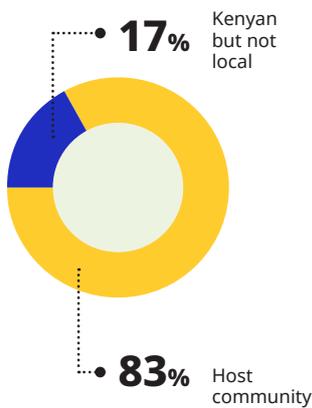
► **Table 29. Gender distribution of informal enterprises by size**

Gender	Microenterprises (%) (n=132)	Small enterprises (%) (n=2)	Total (%) (n=134)
Male	49	50	49
Female	51	50	51
Total	100	100	100

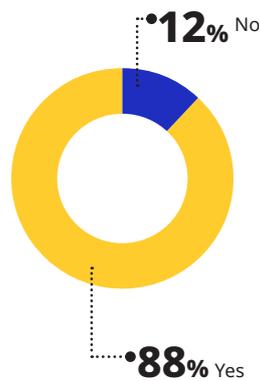
Refugees are not engaged in the informal enterprises in Turkana County: Under the KCRP 2019–2020, Kenya pledged to move away from a solely humanitarian approach and to promote a more inclusive and development-oriented strategy that will meet the socio-economic needs and aspirations of refugees and host communities. The labour market assessment for Turkana County shows that refugees are not engaged in informal businesses, be it as owners, workers or interns. According to the survey, 83 per cent of the informal enterprises in the county are owned by entrepreneurs from the host community, while the remaining 17 per cent are owned by Kenyans from other parts of the country (figure 12). While it is true that some informal enterprises in the county depend on business opportunities arising from refugees and the refugee camp, the refugees are not directly engaged in the businesses. This means that the government’s aspiration to promote integration and inclusive development of refugees and host communities is yet to be fully realized.

Refugees are excluded in internship opportunities in both informal and formal enterprises in the county: The exclusion of refugees in controlling any stakes in the affairs of informal enterprises is also reflected in the way the enterprises avail internship opportunities. According to the data, only 12 per cent of informal enterprises in the county accept interns (table 13). However, 69 per cent of these enterprises require the prospective interns to be from the host community (figure 14). This leaves a 31 per cent chance of a non-native Kenyan or a refugee getting internship opportunities in the informal enterprises in Turkana County. As illustrated in figure 14, not a single informal enterprise has a requirement that the intern be a refugee. This shows weak framework for the promotion of employment and livelihood opportunities for refugees. It further shows the gaps in integrating the refugees and host communities in the county.

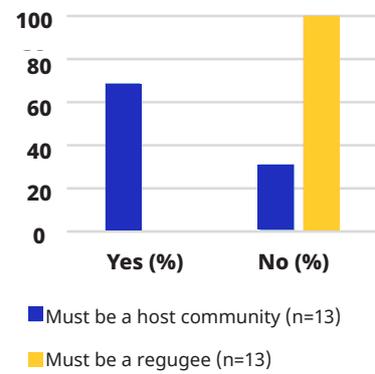
► Figure 12. Distribution of informal enterprises by owner's nationality



► Figure 13. Whether informal enterprises accept interns or not

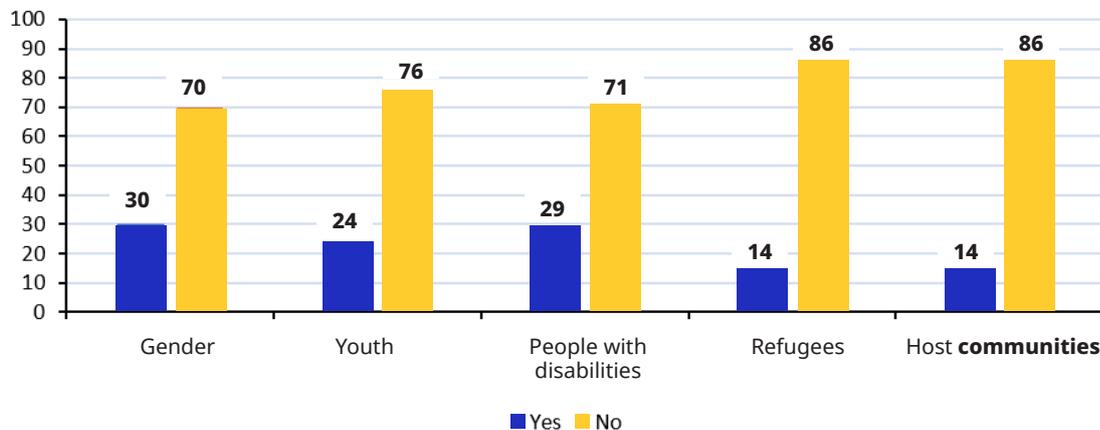


► Figure 14. Requirement for nationality of interns



Informal enterprises in Turkana County have a weak framework for mainstreaming special interest groups: The county is a unique setting with a diversified workforce from some 20 African countries. The workforce consists of special interest groups from host communities and key population groups such as refugees, youth, women and PLwD. Despite the diversity, the majority of the enterprises have a weak framework for mainstreaming special interest groups (figure 15). Notably, there is a weak framework for gender inclusion (70 per cent), mainstreaming of youth (76 per cent) and persons living with disabilities (71 per cent), and the integration of refugees and host communities (86 per cent). The weak framework for inclusion of the special interest groups may be attributed to low levels of awareness by the enterprises on the value of social inclusion in welfare.

► Figure 15. Informal enterprises that mainstream special interest groups (n=122, %)



The majority of the informal enterprises in Turkana County require two skills sets: Cumulatively, 90 per cent of the informal enterprises in the county require only two skills sets for effective performance (table 30). None of the enterprises require five skills sets, further reinforcing the inability of the enterprises to fully exploit their potential. A further disaggregation of the skill requirement by the enterprises shows that workers with marketing skills will be the most needed in the short and medium term (table 31), followed by those with competencies in communication, management, customer care and bookkeeping. This means that employment prospects in the informal economy in the county is brighter for those workers who are skilled in marketing and communication. In terms of growth, all the skill sets will realize expansion in the short and medium term, with the demand for workers with accounting skills set to triple (table 31). The implication is that skills training targeting the promotion of employment and livelihood opportunities for refugees and host communities in the informal economy should be directed at the identified skill areas with greater hiring potential.

► Table 30. Skills sets required by informal enterprises

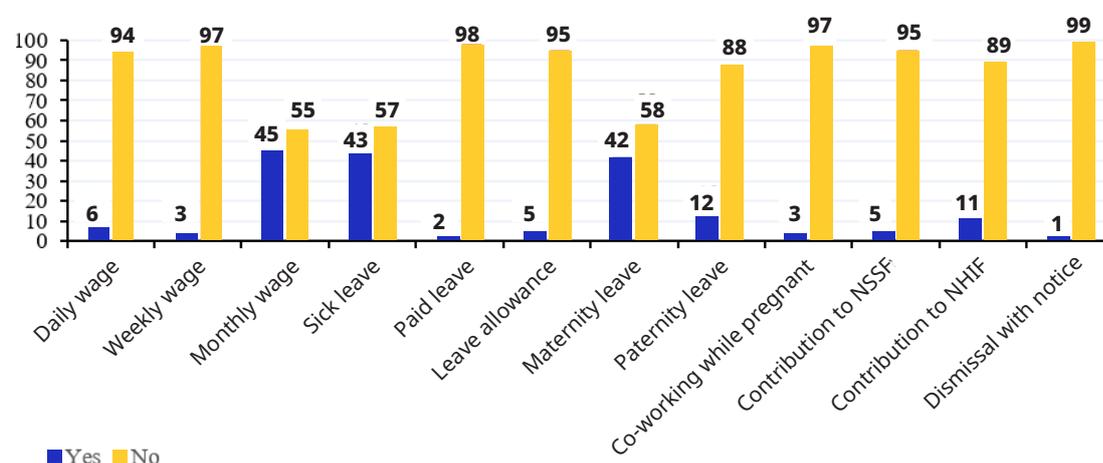
Number of skill sets	Frequency (%)	Cumulative frequency
	(n=83)	(%)
1	37	45
2	37	90
3	8	99
4	1	100
5	0	100

► Table 31. Projected number of workers required by skill area, 2021–2025

Skill	2021	2022	2023	2024	2025	Change 2021–2025 (%)
Managerial	47	55	62	60	72	53.2
Marketing	84	115	117	135	154	83
Monitoring and evaluation	2	2	2	2	2	0
Communication	50	65	76	75	80	60
Customer care	36	53	51	56	51	42
Accounting	7	12	17	17	21	200
ICT	6	8	7	9	7	17
Bookkeeping	17	18	21	18	21	24
Specialized	4	5	7	8	9	125

Informal enterprises in Turkana County have limited access to social protection: As is the case at the national level, informal enterprises in the county have low levels of access to social protection. Up to 95 and 89 per cent of the informal enterprises surveyed are not registered with the National Social Security Fund (NSSF) and National Hospital Insurance Fund (NHIF), respectively (figure 16). This is besides other decent work deficits such as low maternity leave protection (58 per cent) and termination without notice (99 per cent).

► Figure 16. Selected conditions of employment in informal enterprises in Turkana County

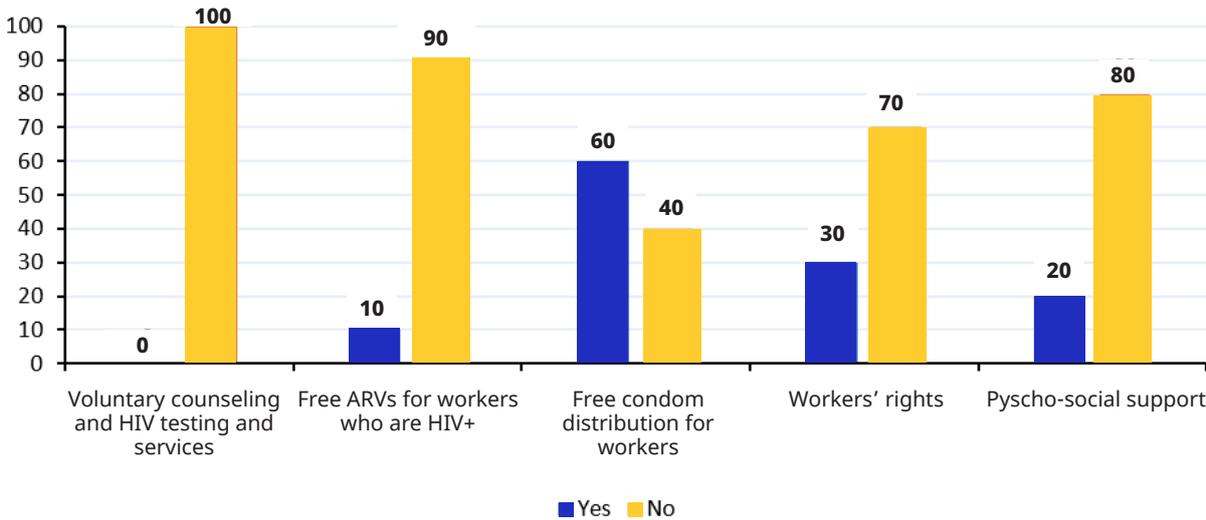


Informal enterprises do not have interventions to address HIV and AIDS at the workplace: HIV and AIDS have been shown to reduce firm productivity adversely on account of death, medical costs and demoralization of fellow workers by the death of their colleagues (United Nations, 2004). This makes it critical for enterprises to put in place interventions to protect workers and the organizations against the negative impacts of HIV and AIDS. The survey data shows that 87 per cent of the informal enterprises in Turkana County do not have any HIV and AIDS interventions at the workplace (table 32). As illustrated in figure 17, the remaining 9 per cent of the enterprises that have some interventions mostly provide condoms (67 per cent) while a few provide psycho-social support (11 per cent) and antiretroviral drugs (6 per cent). The implication is that informal enterprises in Turkana County are exposed and highly vulnerable to productivity and income risks associated with HIV and AIDS at the workplace.

► **Table 32. Informal enterprises with interventions to address HIV and AIDS at the workplace**

With interventions	Frequency (%)
	(n=136)
Yes	13
No	87

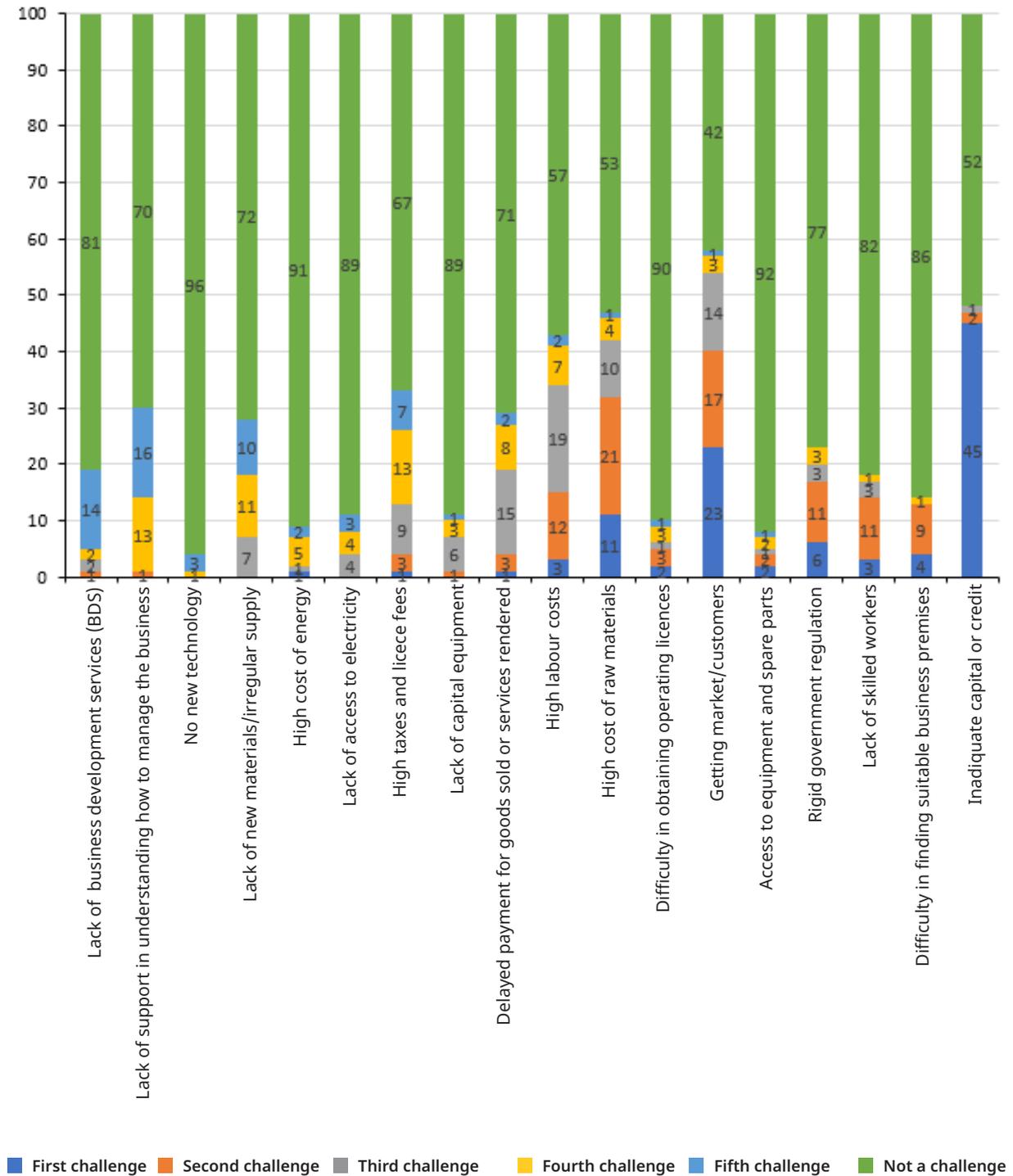
► **Figure 17. Informal enterprises that provide HIV interventions in Turkana County**



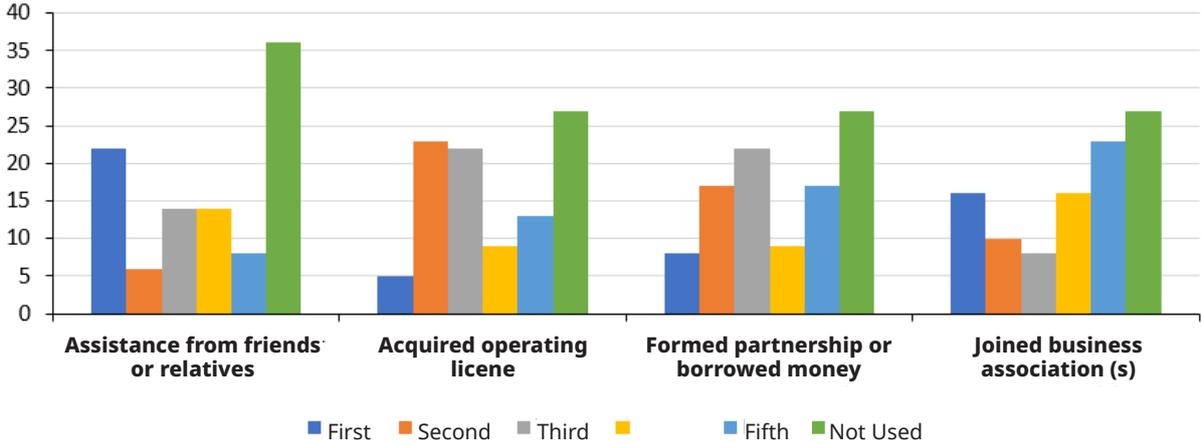
Inadequate capital or credit, lack of markets, high cost of raw materials and high labour costs are the key challenges facing informal enterprises in Turkana County: Informal enterprises play an important role in promoting employment creation, income generation and supporting livelihoods in Kenya. The sector accounted for an estimated 83 per cent of total employment in 2019 (KNBS, 2020). The operators of the informal enterprises in Turkana County were asked to rank the challenges they face in order of severity. The ranking showed that inadequate capital or lack of credit is the most severe constraint, followed by lack of markets, high labour costs and high costs of raw materials (figure 18).

Weaknesses in documentation, innovation and culture constrain access to finance: The KIIs and FGDs conducted in Turkana County cited a lack of requisite documentation, limited innovative business ideas and cultural orientation as reasons for poor access to finance and other services. The situation is most severe when obtaining initial or significant capital, where smaller enterprises are not able to secure enough resources to expand their businesses. As a result, businesses are unable to graduate from micro to small and then to medium enterprises, thereby leading to the missing middle problem. In addition, information asymmetry between the enterprises and service providers in the county continues to hamper access to services. Consequently, the majority of the informal enterprises turn to friends and relatives for help, or join business associations to cope with these constraints (figure 19). This means that social networks and business membership organizations are important in promoting growth and development of informal enterprises.

► Figure 18. Proportion of informal enterprises faced by various challenges in Turkana County (n=110)



► Figure 19. Coping mechanisms used by informal enterprises in Turkana County (n=117)



► 5.3 Labour demand in the formal sector

The public sector is the dominant employer in Turkana County: Fifty-three formal establishments were surveyed. The establishments reported a total of 4,069 workers, the majority (88 per cent) of whom were from the public sector. These included workers from the central government, county government, parastatals and other semi-autonomous government agencies with presence in the county. Public sector employment was, therefore, over seventeen times more than the number engaged by the largest private sector employer (table 33). This finding also holds in the educational sector, where publicly owned educational institutions employed 89 per cent of the workforce. This is more than eight times the private sector employment (table 34). The implication is that the public sector is a dominant employer in the county. This scenario presents opportunities for supporting growth and competitiveness of the private sector for increased employment creation, especially for the youth, women and other vulnerable groups from refugees and host communities.

The importance of the public sector in formal employment in Turkana County is declining: Analysis of the trends in formal employment by sector is important in understanding the changes in labour demand over time. Figures 20 and 21 show that the public sector has been a major contributor to formal employment in the county. This dominance is forecasted to remain in the short and medium terms but at a declining level. Public sector employment, as a proportion of total formal employment in the county, is expected to reduce by 10 percentage points, from 93 per cent in 2017 to 83 per cent in 2025. This will be countered by an increase of 11 percentage points in the proportion of workers employed by private limited companies during the same period, reinforcing the growing significance of the private sector in promoting employment and livelihoods in the county.

► Table 33. Proportion of employment in formal establishments by establishment type

Type of ownership	Proportion (%) (n=4,069)
Government or parastatal	86
Private limited company	5
Public limited company	2
Faith-based organization	2
Individual or sole proprietorship	2
Local non-governmental organization	1
Community-based organization	0.8
Partnership	0.5
Others	0.4
International non-governmental organization	0.3
Civil society organization	0

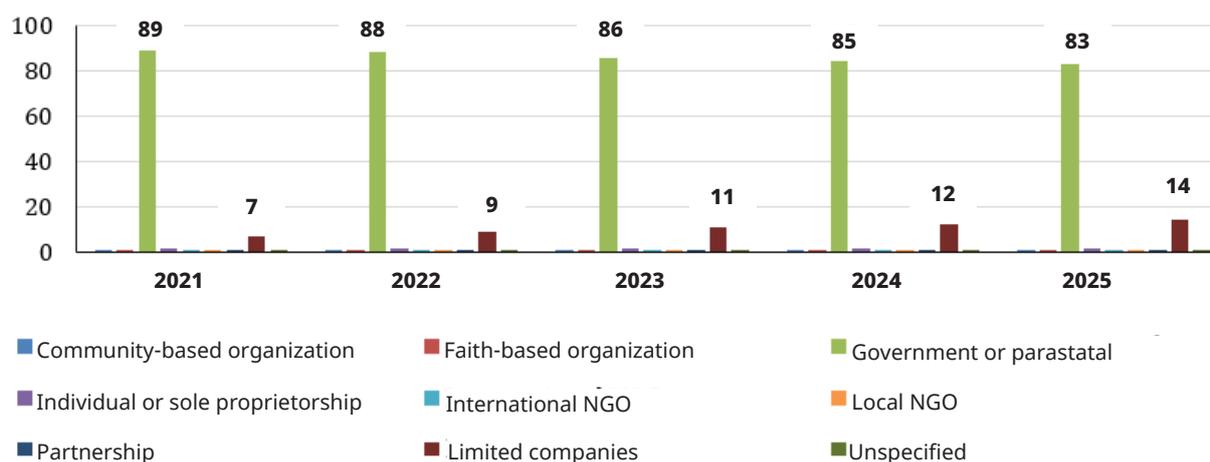
► Table 34. Proportion of employment in educational institutions by establishment type

Type of ownership	Proportion (%) n=203
Government or public	89
Private ownership	11

► Figure 20. Proportion of employees in Turkana County by establishment type, 2017–2020 (%)



► Figure 21. Projected employment in Turkana County by establishment type, 2021–2025 (%)



More than half the formal sector workers in Turkana County are legislators, administrators and managers: The summaries presented in table 35 show that more than 50 per cent of the workers in public sector organizations, private limited companies, local NGOs, community-based organizations and international NGOs are in the occupational group of legislators, administrators and managers. This situation is reinforced by the data presented in figure 22, which shows that over the period 2017 to 2020, the proportion of legislators, administrators and managers has been at least three times that of other occupational groups. This trend is projected to continue, and by 2025, the proportion of legislators, administrators and managers in total formal employment in the county will be at least 1.6 times that of professionals and other occupations (figure 23).

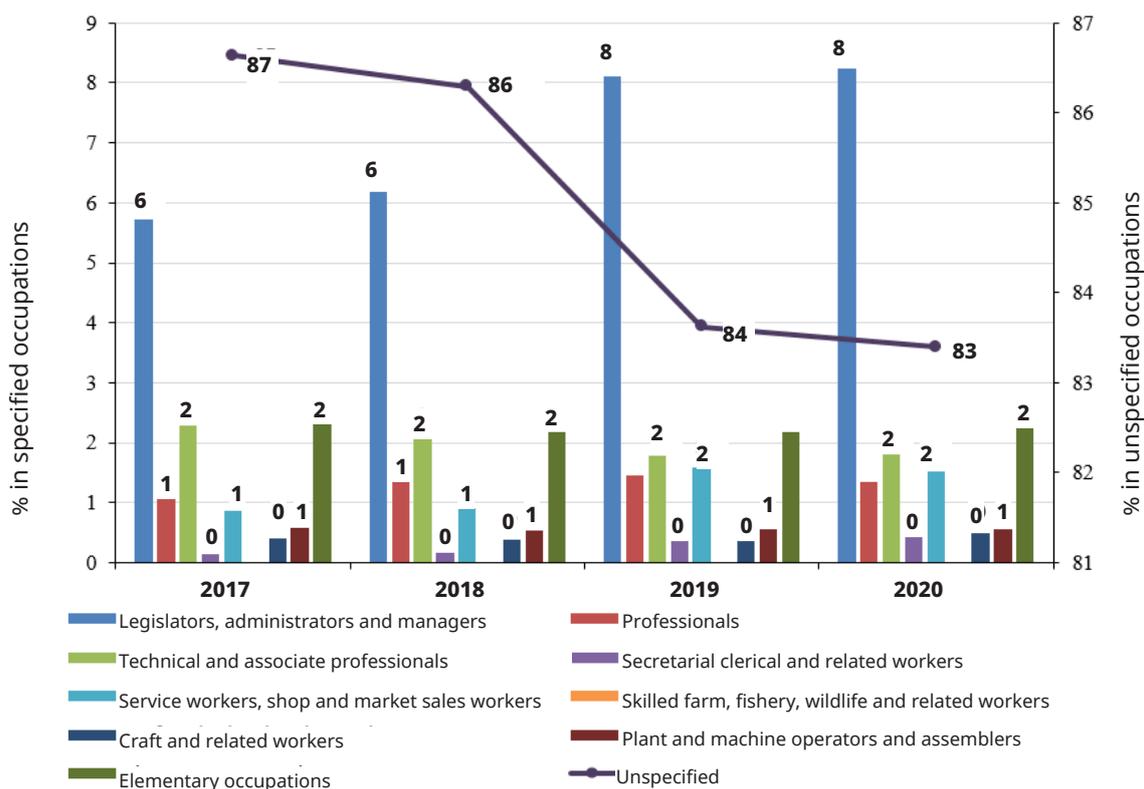
Public sector skill ratio is not consistent with best practices: The skill mix presented shows that formal sector employment in Turkana County has a bloated managerial workforce compared with the technical and support staff. As illustrated in table 35 and figure 22, the managerial-support staff is too low to guarantee provision of meaningful support services. Though not directly comparable because of the service-oriented nature of the public sector, industrial and global competitiveness require a skill ratio of 1:15:45 for managerial, technical and support staff. The ratio presented for the public sector is, therefore, out of step with the international benchmark.

► **Table 35. Proportion of employment in formal establishments by type and occupation (%)**

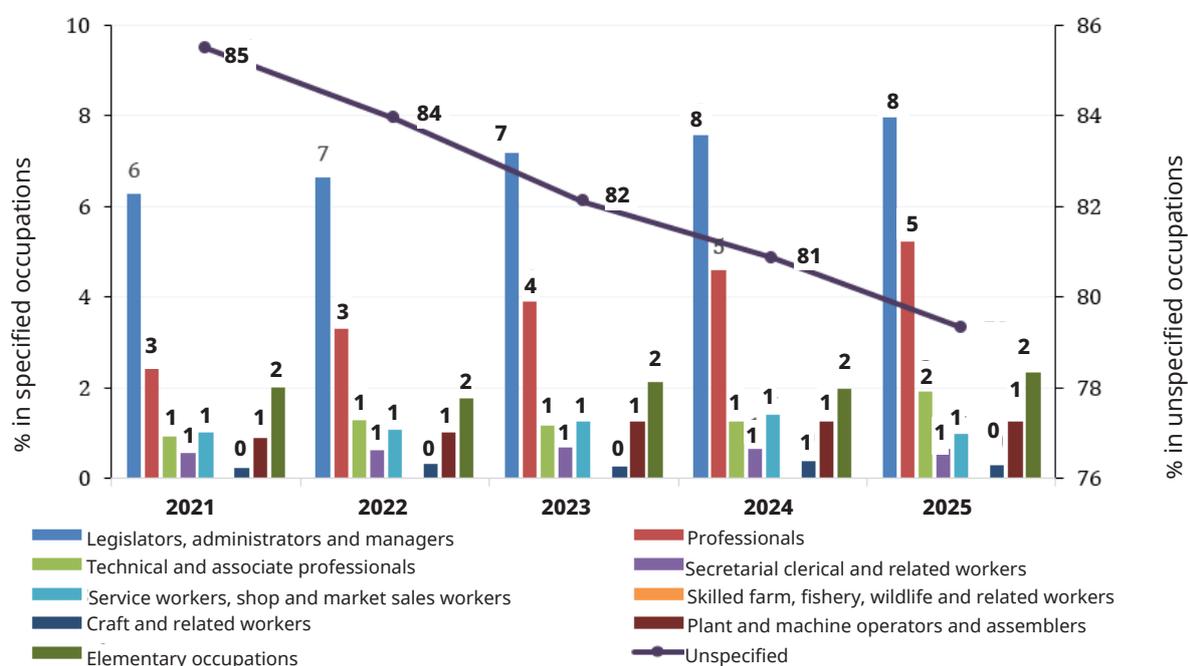
Establishment type or occupation class	1	2	3	4	5	6	7	8	9	N
Government or parastatal	63	12	9	0	0	0	2	5	9	43
Private limited company	52	10	2	4	12	0	0	4	17	52
Public limited company	63	13	0	13	0	0	0	0	13	8
Faith-based organization	30	30	30	0	10	0	0	0	0	10
Individual or sole proprietorship	32	5	0	18	32	0	5	0	9	22
Local NGO	92	0	8	0	0	0	0	0	0	12
Community-based organization	67	7	0	7	0	0	0	7	13	15
Partnership	40	7	20	7	0	0	0	7	20	15
Other	40	10	30	20	0	0	0	0	0	10
International NGO	67	0	0	11	0	0	0	22	0	9

*n = unspecified

► Figure 22. Proportion of employees in Turkana County by occupation, 2017–2020 (%)



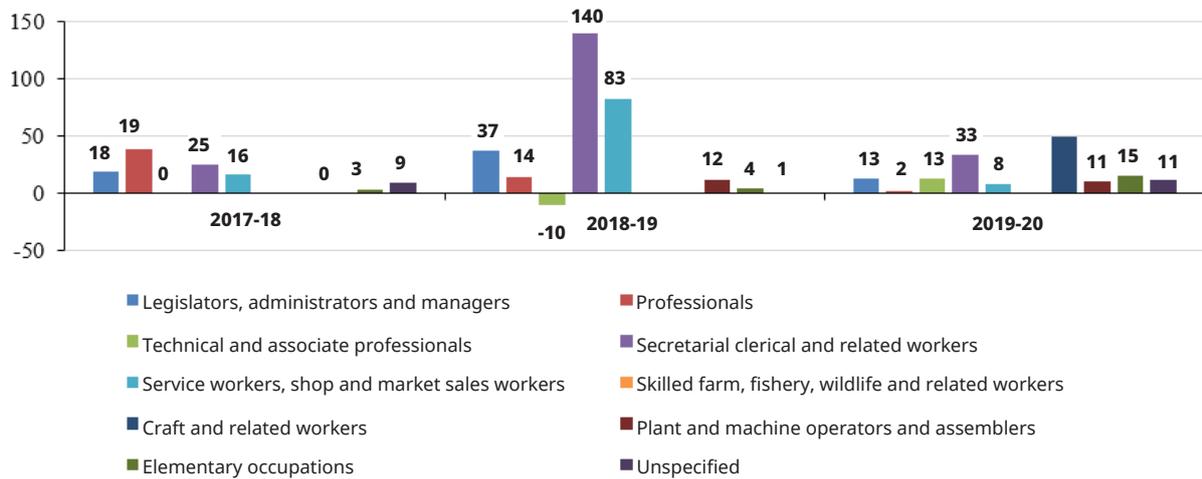
► Figure 23. Expected proportion of employees in Turkana County by occupation, 2021–2025 (%)



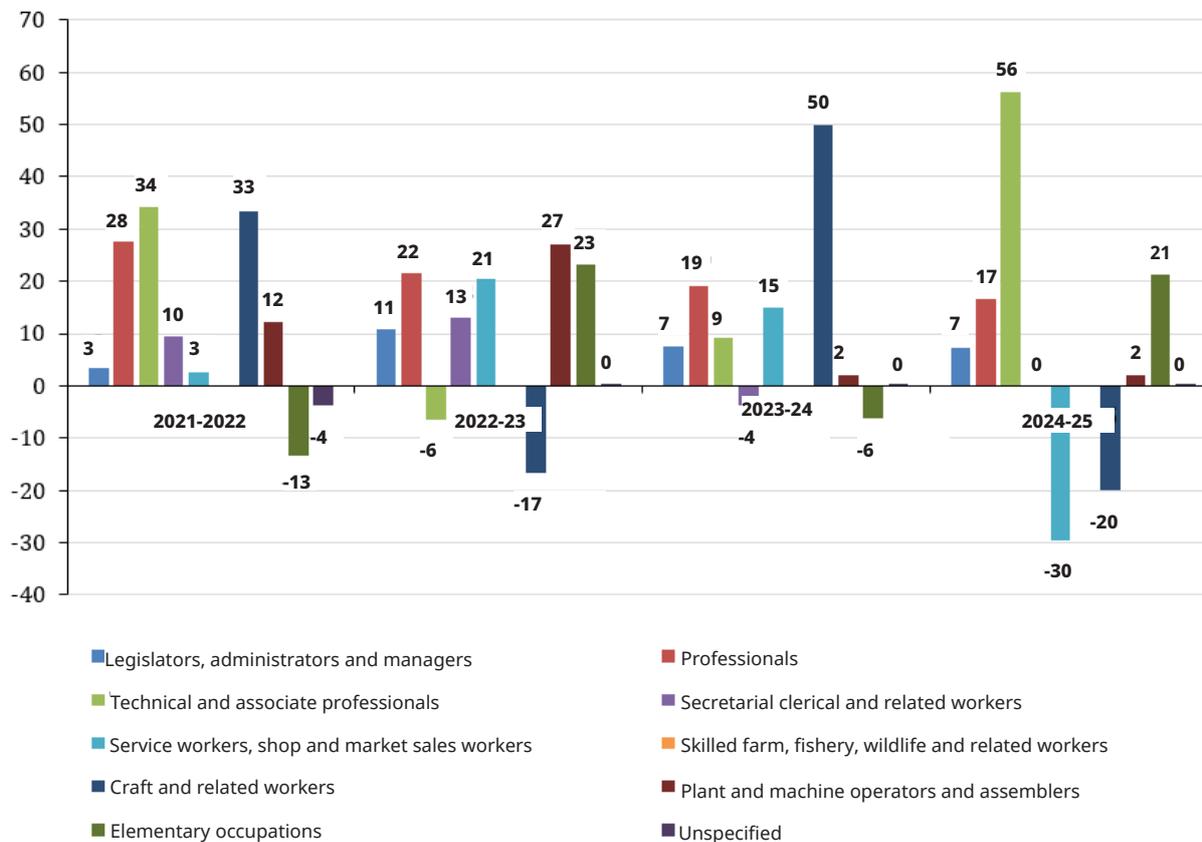
The demand for secretarial, clerical services and related workers is declining: Analysis of the demand for skills in the formal sector in Turkana County shows that the demand for secretarial, clerical services and related workers increased sharply in 2017–2020 (figure 24). It increased by a quarter between 2017 and 2018, more than doubled between 2018 and 2019, and increased by a third between 2019 and 2020. The forecast for 2021–2025, however, shows that the skills demand will shift towards professionals, technicians

and associate professionals, craft and related trades workers, and elementary occupations (figure 25). These results reinforce the earlier finding that the direct and indirect jobs arising from the extractive sector in the county will require university and TVET acquired skills in specialized areas. These will include geologists and geophysicists, petroleum engineers, process engineers and operators, and other specialists in oil, gas and mining. Others are welders, pipe-fitters, drilling and servicing workers, truck drivers and heavy equipment operators, and service operators. The key drivers of the skill demands will be the private sector with private limited companies, sole proprietorship and partnership-based companies, international NGOs and faith-based organizations (FBOs) taking the lead (figure 26).

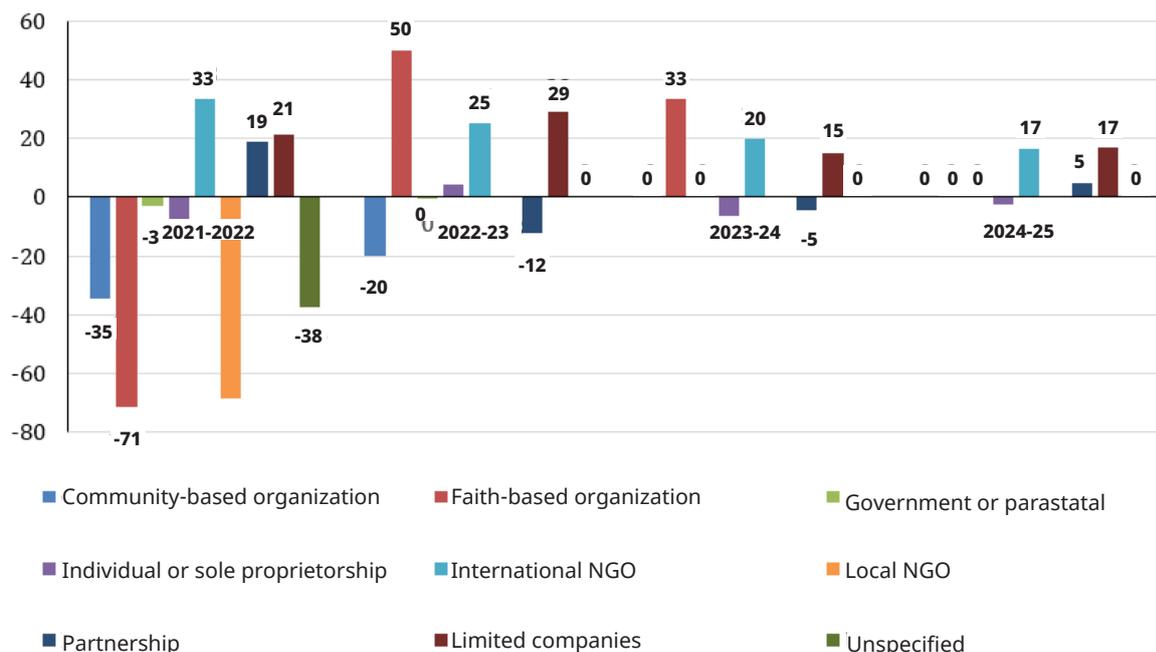
► **Figure 24. Growth in stock of employees in Turkana County by occupation, 2017–2020 (%)**



► **Figure 25. Projected employment growth in Turkana County by occupation, 2021–2025 (%)**



► Figure 26. Projected growth in employment in Turkana County, 2021–2025 (%)

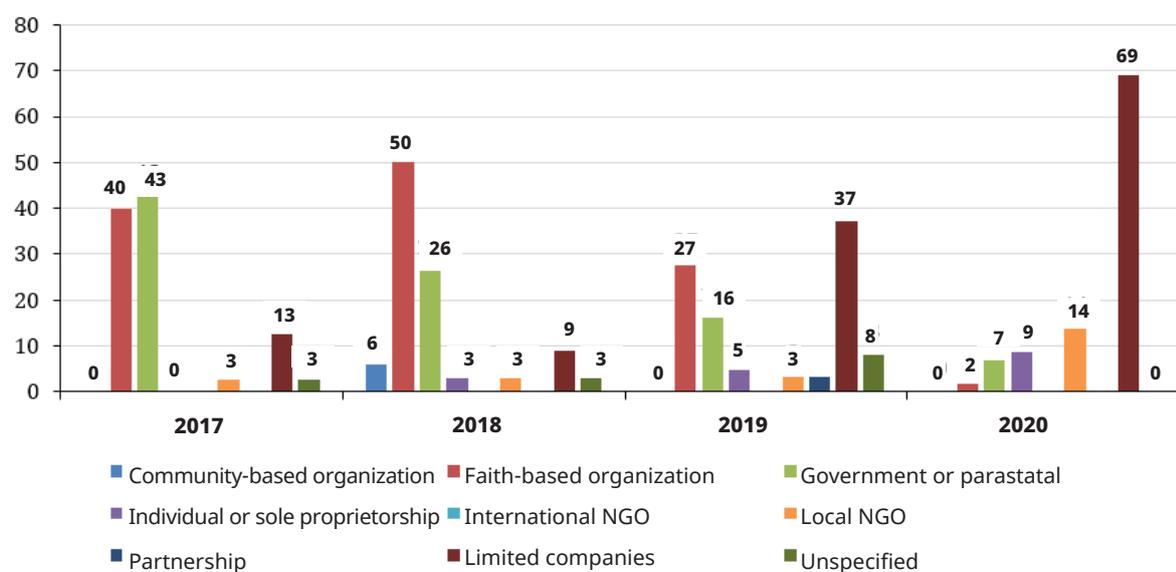


Employee turnover is higher for private institutions than for public sector organizations: Trends in employee turnover in formal employment within Turkana County show relatively high turnover rates for the occupational category of legislators, administrators and managers (figure 27), whereas exits in the occupational group of technicians and associate professionals have been declining. When evaluated by type of establishment, employee turnover in private entities appears to be higher than in public institutions (figure 28). As much as employee turnover has costs including negative implications, a high staff turnover rate is a positive sign of a strong job market. This means that skilled and talented people are able to find better jobs elsewhere, hence keeping the labour market in a state of flux.

► Figure 27. Trends in employee turnover by occupations, 2017–2020 (%)



► Figure 28. Trends in employee turnover by type of establishment, 2017–2020 (%)



Gender imbalance exists in formal sector employment in Turkana County: Disaggregation of an organization’s workforce by the workers’ demographic characteristics may help to gauge employer preferences to different categories of workers. Disaggregation of the workforce engaged by formal establishments in the county reveals that 79 per cent of the workforce is Kenyan, and the majority (61 per cent) are males (table 36). This means that there is a clear bias towards employment of Kenyans rather than aliens, including refugees, and a preference towards males rather than females. Unlike the informal sector, the formal sector in Turkana County has somehow integrated and mainstreamed the refugee community in their employment strategy. According to the survey data, 4 per cent of the formal sector workers in Turkana County are refugees.

The low representation of women in formal employment in Turkana County mirrors the status at the national level: Women constitute about 39 per cent of formal employment in Turkana County, some 3.5 percentage points above the national average of 35.5 per cent in 2019, confirming the low level of women empowerment. It is estimated that only 29 per cent of Kenya’s women are empowered, and that women in urban areas (40 per cent) are nearly twice as likely to be empowered as those in the rural areas (22 per cent). Similarly, under-representation of refugees in formal employment signals a weak mechanism for the inclusion and integration of refugees and host communities in the county’s economic grid.

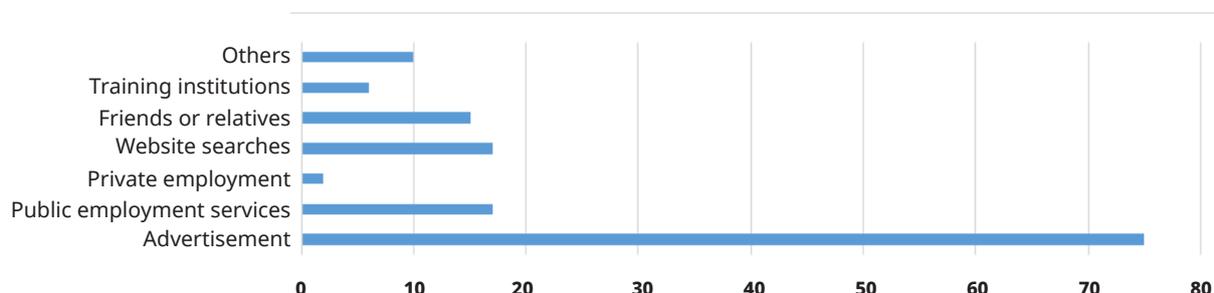
► Table 36. Proportion of employment in formal establishments by category and gender (%)

Category	Male	Female	Total
Kenyan	61	18	79
Locals or host communities	1	2	3
Refugees	2	2	4
Expatriates from the East African Community	2	2	4
Expatriates from outside the East African Community	2	3	5
Others	3	3	6

Three quarters of formal establishments in Turkana County signal vacancies through advertisements:

According to the assessment, 75 per cent of formal establishments in the county declare vacancies by advertising (figure 29). Others use public employment services (17 per cent), websites of organizations (17 per cent), and friends and relatives (15 per cent). However, given the socio-economic circumstances of jobseekers in Turkana County, particularly the youth from refugee and host communities, the majority may miss labour market information passed through advertisements and organizational websites.

► **Figure 29. Channels for declaring vacancies by formal establishments in Turkana County (%)**



Formal establishments in Turkana County may be facing skill shortages in managerial and professional occupations:

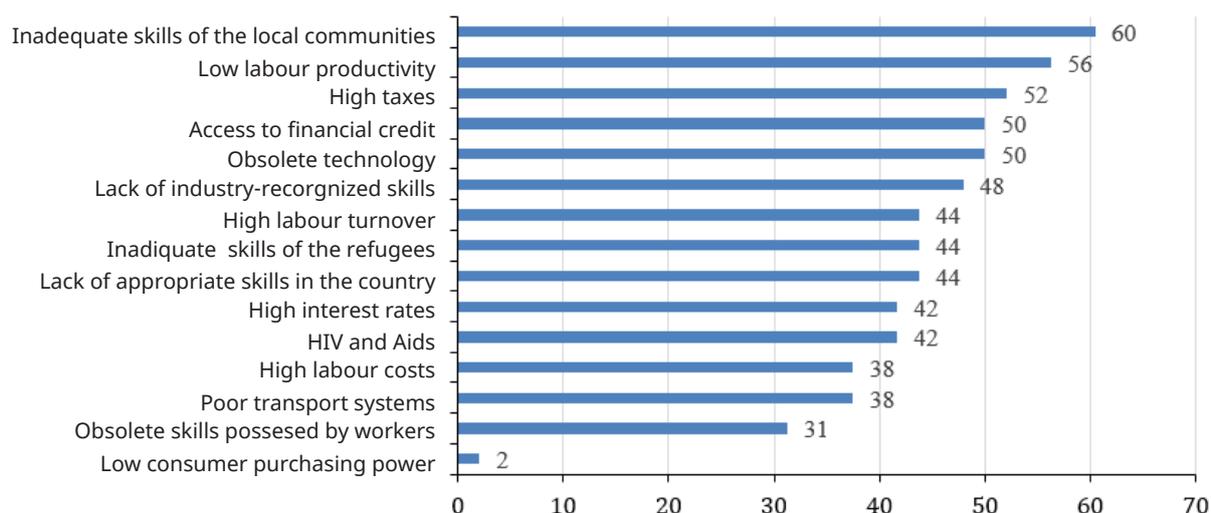
The proportion of vacancies filled after applications are made communicates an employer’s ability to turn hiring intentions into jobs. On the other hand, the inability to fill declared vacancies owing to the lack of appropriate applicants is an indicator of skills mismatch. The summaries presented in table 37 show that the formal establishments in the county were able to fill declared vacancies for all occupations except for legislators, administrators and managers, and professionals. The inability to fill all the declared vacancies in these two occupational groups may be attributed to shortage of skills in the two areas, skills mismatch and/or imperfect labour market information flow.

► **Table 37. Ability of formal establishments in Turkana County to fill declared vacancies (%)**

Occupation	Vacancies	Employed	Employed as % of vacancies
Legislators, administrators and managers	38	25	89
Professionals	17	6	88
Technicians and associate professionals	43	6	105
Secretarial, clerical services and related workers	14	3	93
Service workers, shop and market sales workers	18	4	100
Skilled farm, fishery, wildlife and related workers	4	4	100
Craft and related trades workers	2	25	100
Plant and machine operators and assemblers	6	20	100
Elementary occupations	40	6	100
Unspecified	5	3	100
Total	187	11	98

The greatest challenge in Turkana County is the inadequate skills of the local communities: Several factors undermine the competitiveness and ability of formal establishments in the county to create jobs. These include the inadequate skills of the local community, low labour productivity, high taxes, limited access to financial credit and obsolete technology (figure 30). The lack of industry-recognized skills, high labour turnover, inadequate skills of refugees, high labour cost, HIV and AIDS are other factors.

► **Figure 30. Constraints faced by formal establishments in Turkana County (%) n=53**

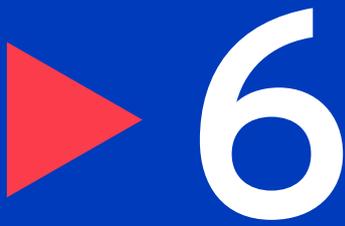


About 30 per cent of all firms in Kenya cite an inadequately skilled workforce as a major constraint to their businesses: The shortage of a skilled workforce is a major hindrance to the competitiveness, growth and expansion of firms. The World Economic Forum (2017) estimated that 30 per cent of all firms in Kenya identify skills shortage as a hindrance to their businesses.¹⁹ The Inter-University Council of East Africa also found that at least 51 per cent of Kenya’s graduates lack the skills required by industry. Omolo and Anyidoho (2017)²⁰ asserted that the deficiency in specialized TVET skills in Kenya is particularly acute in transport, energy and manufacturing, including agro-processing and ICT.

Kenya lacks workers with the requisite skills to match the skills demands of the extractive sector: Omolo and Anyidoho (2017) contend that Kenya does not have the requisite skills to exploit the opportunities presented by the extractive sector, and that the shortage is severe for vocational skills such as pipe fitting, welding, drilling, the operation and repair of heavy equipment, with a lack of skilled welders who can work on a live oil pipeline. The authors also noted that companies in Kenya’s downstream oil, gas and mining industry require workers to be certified by recognized global industry associations. These include the International Association of Drilling Contractors (IADC), British Standards, Occupational Safety and Health (OSH) Standards and American Society of Mechanical Engineers (ASME). However, the mechanism for recognition of industry skills is not integrated into the country’s TVET qualification framework.

¹⁹ World Economic Forum, *The Future of Jobs and Skills in Africa Preparing the Region for the Fourth Industrial Revolution* (Geneva: World Economic Forum, 2017).

²⁰ J. Omolo, and N.A. Anyidoho, *Africa's Youth and Prospects for Inclusive Development: Regional Situation Analysis* (Addis Ababa: United Nations Economic Commission for Africa, 2017).



6

Perceptions and aspirations on livelihoods and employment in Turkana County

► 6.1 Introduction

This section presents findings on the perceptions and aspirations of refugees and host communities with regard to livelihoods and employment in Turkana County.

► 6.2 Perceived access to livelihood and employment opportunities

Turkana County is perceived to have employment and livelihood opportunities, but not enough for everyone: The county draws a lot from the presence of refugees and refugee camps for its economic opportunities (Betts, Omata and Sterck, 2018). The people benefit from the employment and livelihood opportunities presented by the presence of international organizations and NGOs, as well as the markets created by the refugees. The survey respondents corroborated this view by acknowledging that such employment and livelihood opportunities exist, even though they are not adequate to satisfy the needs and aspirations of the refugees and host communities.

Refugees and host communities have different perceptions about the availability of employment and livelihood opportunities in Turkana County: Participants in an FGD opined that *“there are opportunities available but they can’t be enough to the large population”* (FGD, Kalobeyei village 3, 2021). However, the opinion tends to differ with whether one is a refugee or not. Refugees rank the availability of livelihood opportunities in Turkana County to be fairer than employment opportunities. According to a male refugee respondent, *“the level of livelihood is fair because it depends on someone’s hard work, and also employment opportunity is fair but not that much, because some are not likely to be given the job opportunities”* (refugee, male, PII, 2021). A key informant respondent from the host community observed that *“the level of availability of livelihood is low. Turkanas can sleep even four days without food. Employment opportunities is generally low”* (host, female, PII, 2021).

There is stiff competition for the few available employment and livelihood opportunities in Turkana County: A general feeling among the survey respondents was that both refugees and host communities find it difficult to access livelihood and employment opportunities in Turkana County (FGD, Kanam; Nawoitorong, Kakuma town; Kakuma, 1, 2, 3, 4 and Kalobeyei village 1, 2, 3). The FGD respondents from Kanam, Nawoitorong, Kakuma town, Kakuma 1, 2, 3, and 4 and Kalobeyei village 1, 2 and 3 attributed this problem to the limited opportunities available, coupled with high competition, language barriers and lack of documentation on the part of refugees. They also indicated that some of the employment and livelihood opportunities available require educational qualifications, which most of the labour force from both communities do not have.

Turkana County Government and NGOs are diversifying employment and livelihood opportunities for refugees and host communities: The study respondents acknowledged the constrained capacity of the economy to create jobs and promote livelihoods. However, there is some relief, as observed by FGD participants in Napatet who said *“in livelihood, some NGOs are supporting refugees in farming activities like the one in Kalobeyei irrigation scheme. They do drip irrigation along the river banks. Under employment, refugees get scholarships from NGOs and even they are employed in those NGOs and they help back in the society”*. The FGD respondents noted further that *“on livelihoods, county government empower local natives in agriculture, pastoralism and fishing activities by supporting them in searching for markets for their products for them to be able to sell their goods”* (FGD, Napatet, 2021).

Host communities have a higher chance than refugees of accessing formal employment: Though there is a general perception that people from both host and refugee communities have an almost equal chance of accessing informal employment in Turkana County, the host communities are perceived to be advantaged in accessing formal employment. Various participants in FGDs and PIIs reported that *“hosts have working rights in Kenya and they do not need working permits like refugees”* (FGD, Kalobeyei village 1, 2021). In addition, *“people from host community are most likely to be considered in getting formal employment since they belong to the county and they are always given the first priority”* (FGD, Nakwamekwi, 2021). Similar sentiments were expressed by PII respondents from various locations. A PII respondent from Nakwamekwi indicated that locals are more likely to get formal employment because it is regulated by the government (host, female, PII, 2021). Another host female PII respondent from Kakuma town indicated that *“local community are favoured in terms of employment”* (host, female, PII, Kakuma town, 2021), as *“all formal employment requires citizenship and identification card”* (refugee, male, PII, Kalobeyei, 2021).

Refugees are perceived to endure wage discrimination: According to the survey respondents, workers from the host communities are more likely than refugees to be appointed in senior positions in the formal sector jobs. The flip side to this perception is that refugees are also perceived to be more likely than the host communities to secure formal jobs that involve working with the refugees. A general perception, however, is that refugees are more likely to be paid less than host communities for performing work of equal value.

Both refugees and host communities in Turkana County have an equal chance of accessing informal employment: With regard to informal employment, FGD participants from Kalobeyei village 1 thought that *“both refugees and host have a possibility of getting informal jobs depending on individual’s willingness and knowledge in the job”*. The survey respondents further noted that *“both refugees and hosts with skills and resources to do business are free to set up and operate their businesses in the area”* (FGD, Kanam, 2021). According to the respondents, both refugees and host communities have an equal chance of accessing informal employment. The World Bank (2021) and Betts et al. (2018) observed that owing to the legal and regulatory frameworks that hinder refugees’ opportunities in terms of movement and work, many refugees are usually engaged in the informal sector and take low-paying jobs.

Host communities are more likely than refugees to be employed by the local NGOs, national and county government: According to the survey respondents, host communities in Turkana County have a higher chance of accessing employment opportunities availed by the local NGOs, and national and county governments. They attribute this to the fact that when the national and county governments are advertising for employment opportunities, they indicate the requirements to be met by the applicants, which include *“qualifications like you must be a Kenyan and be registered by birth, nationality and citizenship”* (FGD, Nawoitorong, 2021). As such, *“they consider the documents like identification cards and nationality, education system is also considered. Kenyan education system is mostly preferred than that of other countries”* (FGD, Nakwamekwi, 2021). On the other hand, local NGOs *“are started with the aim to empower the local community and thus employ local residents”* (FGD, Kakuma town, 2021).

Refugees and host communities have an equal chance of accessing employment opportunities by local private institutions and international organizations: The FGD participants were of the view that

people from host and refugee communities alike have high chances of accessing employment opportunities offered by local private institutions. The same is true for employment opportunities availed by international NGOs and UN bodies such as the UNHCR. With regard to accessing employment in local private institutions, respondents opined that *“refugees and local natives are considered equally depending on the skills and qualifications that one possesses in a given field”* (Nawaitorong, 2021). In the case of international NGOs, the FGD respondents had the view that *“both refugees and host communities are employed depending on the skills and qualifications in terms of education and field of specification”* (FGD, Napatet, 2021). The FGD respondents also considered that UN bodies provide equal employment opportunities to both refugees and host communities since *“they consider qualifications, justice, fairness and benefit to the organization”* (FGD, Kanam, 2021).

► 6.3 Equity perceptions

There are perceived inequities in access to livelihood opportunities in Turkana County: The Refugee Act (2006) accords refugees that are legally in the country the right to work and engage in any economy activity subject to the acquisition of a work permit. However, the process of obtaining a work permit is considered tedious. Furthermore, restrictions in movement of refugees also fundamentally hinder their ability to work and generate income, thus compromising their self-reliance (World Bank, 2021). Requirements for work permits and restrictions in movement disadvantage refugees with regard their counterparts from the host community. A host male PII participant from Nakwamekwi said that there is *“no equity, refugees have limited access to livelihood opportunities because they are confined in their camps”*. The respondent observed further that *“refugees are restricted from movement. They don’t have the right to own some livelihood activities especially outside the camp”* (FGD, Nakwamekwi, 2021). Another male PII participant from the host community in Kakuma town, working as a security guard, observed that *“refugees are better compared to the hosts because they receive support from companies and NGOs”*. The FGD respondents from Kalobeyei, however, noted that *“refugees only have access to opportunities from NGOs but not from financial institutions or the government”* (FGD, Kalobeyei village 1, 2021). These sentiments converge to the conclusion of perceived inequities in access to livelihood opportunities by refugees and host communities in the county.

There are inequities in access to paid jobs: Because of the legal and regulatory framework that restrict refugees’ movement and opportunities to work, many of the refugees are mainly involved in the informal sector where they find low paying jobs (World Bank, 2021). As such, there are perceived inequities in access to paid jobs and remuneration for work done between refugees and members of host communities. As observed by the FGD participants, there is *“no equity in accessing paid jobs, refugees don’t have documents (like work permits and KRA PIN Certificate) that will help them to access paid jobs and [...] to pay taxes”* (FGD, Nakwamekwi, 2021). As such, *“local natives and refugees are paid differently. Refugees get incentive payments²¹ while locals are given salaries”* (FGD, Napatet, 2021). A refugee PII participant working as a teacher indicated that there is no equity as *“refugees such as teachers are overworked”*, while a native KII respondent working as sexual and gender-based violence (SGBV) expert in Kakuma observed, that *“refugees are underestimated. For instance, refugee teachers are paid peanuts, yet they do the same work as locals”* (host, male, KII, Kakuma, 2021).

Discrimination in employment or businesses is perceived to be common among the residents of Turkana County: The World Bank (2021) indicates that some refugees in Kakuma Camp would like to leave the camp because of perceived insecurity in the area, and the fear of ethnic, political and religious discrimination. The finding by the World Bank (2021) is consistent with the results of the labour market assessment where only one participant in the 13 FGDs conducted during the survey did not perceive that discrimination exists in employment or businesses in the county. This indicates that the majority of the FGD respondents in different locations in the county believe that discrimination is a major issue. The FGD participants acknowledged that *“there is discrimination in employment, employer might harass the employee if he/she is from a different tribe or locality. Differences also arise in the area of residence”* (FGD, Nakwamekwi, 2021) and *“people usually buy goods/services from fellow country person”* (FGD, Kakuma town, 2021). According to the survey respondents, refugees are perceived to be the most affected by discriminatory tendencies in

²¹ World Bank, citing UNHCR (2021) indicates that the majority of incentive staff earns between US\$40 and US\$55 per month, while those in specialized services earn between US\$65 and US\$150 monthly.

employment or businesses. As explained by the FGD participants, “they consider the nationality and where you are located, there are government policies that restrict refugees from working and some graduates in the county are jobless and these prevent them from working” (FGD, Nawaitorong, 2021). Further, “they claim refugees are getting services and support from UNHRC” (FGD, Kalobeyi village 1, 2021).

► 6.4 Social cohesion, integration and interaction

There are moderate levels of social cohesion between refugees and host communities in Turkana County: The survey established that there is some level of interaction between refugees and host communities in terms of education, sports, work- or business-related activities, and in social areas such as intermarriages (FGD, Kanam, Nakwamekwi, Nawaitorong, Kakuma 1, 2, 3, and 4 and Kalobeyi village 1, 2, and 3). Of those interviewed from the host communities, 82 per cent indicated that they have no problem working with refugees and 50 per cent said that they can easily find work from enterprises owned by refugees (table 38). These claims are backed by the observation that people from host communities do not care much about the background and nationality of the refugees. Of all the employees who were interviewed, only about 30 per cent agreed that host communities are concerned with the background and nationality of the refugees, while another 30 per cent disagreed, and nearly 40 per cent were unsure (table 38). Some KII and FGD respondents felt, however, that cohesion between refugees and host communities is still fragile and needs to be deepened.

► **Table 38. Employees’ perceptions of refugees**

Statement	Disagree (%)	Unsure (%)	Agree (%)
Host communities tend to have concerns about the background of the refugees	29.9	39.7	30.3
People from the host communities care about the nationality of a refugee	25.8	38.6	35.6
Employers who are from the host community tend to worry about the safety of the business if they hire a refugee to work for them	21.8	45.3	32.9
I can easily find work from an enterprise owned by a refugee	21.4	28.6	50.0
I don’t have a problem working with a refugee	4.7	13.3	82.1

Employers and informal economy enterprises have no problem employing a refugee: Data collected from employers in the formal establishments and entrepreneurs in the informal economy showed that they are open to engaging refugees in their firms. According to the data, 58 per cent of employers in the formal establishments and 47 per cent of the informal economy entrepreneurs interviewed indicated that they can easily hire a refugee (tables 39 and 40). While 42 per cent of employers interviewed indicated that clients from host communities were sensitive about the ownership of an enterprise, the majority (56 per cent) of informal sector entrepreneurs were unsure (tables 39 and 40). These views point to the existence of some level of social cohesion between the refugees and host communities in Turkana County, although 68 per cent of informal sector entrepreneurs and 44 per cent of formal sector employers indicated that they tend to worry about the safety of their businesses if they hire a refugee to work for them. This is despite a higher percentage indicating that they can easily hire refugees. The differences in perception could be due to the notion held by 44 per cent of the respondents, that most refugees in Turkana County are in the country illegally (table 40).

► **Table 39. Employers' perceptions of refugees**

Statement	Disagree (%)	Unsure (%)	Agree (%)
Clients from host communities are sensitive to whether the owner of an enterprise is from a host community or is a refugee	39.6	14.6	41.7
Host communities tend to have concerns about the background of the refugees	37.5	16.7	41.7
People from the host communities care about the nationality of a refugee	56.3	18.6	20.8
Employers who are from the host community tend to worry about the safety of the business if they hire a refugee to work for them	35.4	16.7	43.8
I can easily hire a refugee to work in my business	29.2	8.3	58.3

► **Table 40. Informal sector entrepreneurs' perceptions of refugees**

Statement	Disagree (%)	Unsure (%)	Agree (%)
Clients from host communities are sensitive to whether the owner of an enterprise is from a host community or is a refugee	20.5	55.9	17.3
Host communities tend to have concerns about the background of the refugees	15.8	22.1	58.3
People from the host communities care about the nationality of a refugee	44.9	21.3	29.9
Informal entrepreneurs who are from the host community tend to worry about the safety of the business if they hire a refugee to work for them	11.8	16.5	67.7
I can easily hire a refugee to work in my business	37.8	11.0	46.5
Most refugees in Turkana County are in the country illegally	10.2	40.9	44.1

Refugees and host communities face common challenges: The PII and FGD respondents from different localities in Turkana County identified a number of issues that affect both refugees and members of the host community. Among the ills are SGBV, unemployment, famine, and natural calamities such as floods, droughts, locust invasion and disease outbreaks. Other issues are poor infrastructure, lack of social amenities such as institutions of higher learning and better health facilities. In addition, those interviewed indicated that there is shortage of clean water, adequate power supply and fair distribution of resources. Furthermore, the respondents opined that there exists insecurity in the county, and police are at times brutal and corrupt. Owing to congestion, especially in the refugee camps, respondents observed that poor housing conditions exist, which contribute to poor health status. This is in addition to environmental degradation, which contributes to pollution of the environment and diseases associated with poor waste disposal. The respondents further indicated that the language barrier is a problem, sometimes leading to misunderstandings among the communities. In sum, language barrier, cultural differences, pressure on resources, insecurity, limited job and business opportunities and discrimination lead to mistrust among the refugees and host communities, thus affecting integration and interaction as well as social cohesion.

The language barrier is perceived to be the main obstacle towards effective integration and interaction between refugees and host communities in Turkana County: Socio-cultural, religious, legal and regulatory barriers exist between the refugees and host communities and disadvantage the refugees in the labour market (table 41). More than half the workers from formal establishments interviewed (53.4 per cent) agreed that refugees find it difficult to work in local areas because of the language barrier, while

50.9 per cent attributed this to the cultural barrier. As illustrated in table 42, the formal sector employers interviewed had similar, though relatively stronger views: 68.8 per cent language and 56.3 per cent culture. However, though 54.3 per cent of the informal sector entrepreneurs interviewed identified language as a barrier to integration and interaction between refugees and host communities, only 21.3 per cent thought culture was a barrier (table 43).

► **Table 41. Perceptions of language and cultural barriers by formal sector workers**

Statement	Disagree (%)	Unsure (%)	Agree (%)
Refugees find it harder to work in the local areas because of the language barrier	19.2	27.4	53.4
Refugees find it harder to work in the local areas because of the cultural barrier	27.4	21.8	50.9

► **Table 42. Perceptions of language and cultural barriers by formal sector employers**

Statement	Disagree (%)	Unsure (%)	Agree (%)
Refugees find it harder to work in the local areas because of the language barrier	16.7	10.4	68.8
Refugees find it harder to work in the local areas because of the cultural barrier	29.2	10.4	56.3

► **Table 43. Perceptions of language and cultural barriers by informal sector entrepreneurs**

Statement	Disagree (%)	Unsure (%)	Agree (%)
Refugees find it harder to work in the local areas because of the language barrier	8.7	33.1	54.3
Refugees find it harder to work in the local areas because of the cultural barrier	43.3	31.5	21.3

Language, cultural and religious differences and government policies and regulations are key challenges to integration between refugees and host communities: Perceptions regarding the limitation of integration between refugees and host communities by language and cultural barriers were corroborated by FGD respondents. An FGD in Nakwamekwi observed that *“language barrier results to misunderstanding since refugees and local natives have different nationalities in the area. Also, government policies and regulations governing us as Kenyans, prevents integration and interaction between the host community and the refugees since refugees cannot easily cope with our policies and there are also movement restrictions on their part”* (FGD, Nakwamekwi, 2021). Participants of a different FGD also indicated that *“lack of a common language for communication, cultural differences, and discrimination of refugees by hosts also prevents interaction”* (FGD, Kalobeyi village 2, 2021). *“Language creates misunderstanding between host native and refugees since they are from different nationalities”* (FGD, Nakwamekwi, 2021). *“Different cultural believes between refugees and the host community exists as each one views their culture to be superior to others. Some refugees practise [...] something that the host community despises”* (refugee, male PII, 2021). Apart from language barrier and culture, religion is said to interfere with integration and interaction among refugees and host communities. According to a male refugee PII participant from Kakuma 3, *“there is a mixture of Muslims and Christians, therefore, each one values his/her religion hence impeding integration and interaction”*.

Sexual harassment is perceived to be rampant in employment or businesses in Turkana County: Competition for the few available employment or business opportunities in the county may pose a challenge, especially to girls and women who are in most cases faced with specific and additional vulnerabilities that

exacerbate their already complicated circumstances (World Bank, 2021). The survey results indicated the existence of sexual harassment in employment and businesses, with the participants of only one FGD out the 13 conducted who did not perceive the existence of sexual harassment in the county. Respondents of an FGD from Napatet said *“yes, in business, most families have different background, some young ladies and men when they are in need of basic and other daily necessities, they end up being harassed sexually by businessmen and women in favour of these needs”* (FGD, Napatet, 2021).

Females are more likely to be sexually harassed than males: Though sexual harassment is faced by both males and females, the females in Turkana County are more susceptible to the vice. This view is supported by FGD respondents from Nakwamekwi, Kanam, Nawoitorong, Kakuma town, Kakuma 1 and 2, and Kalobeyei village 1, 2 and 3, who observed that *“ladies are asked by employers for sexual favours in return for employment”*. According to the respondents, *“women suffer the most and mostly in search of jobs if they can’t get intimate, they are denied the opportunity”* (refugee, male, PII, 2021). Another female PII respondent noted that *“there is this behaviour of support your documents”* (host, female PII, Kakuma town, 2021). According to the respondent, female job applicants are told to “support” their application with sexual offers to secure a job.

Refugees and host communities both perceive that they suffer from sexual harassment more than the other: While the survey respondents acknowledged that both refugees and host communities face sexual harassment, FGD respondents from host communities perceive that the locals suffer the vice more. However, respondents from the refugee community feel that they are more prone to sexual harassment. Respondents of an FGD held in Napatet noted, for example, that host communities suffer sexual harassment more since *“refugees are being protected mostly and strictly by various bodies like GBVP and human rights compared to local natives”* (FGD, Napatet, 2021). Similarly, participants of FGD from the refugee community observed that those mostly affected by sexual harassment are refugees, since *“they are vulnerable and can do anything to get money”* (FGD, Kakuma 2, 2021).

► 6.5 Aspirations, opportunities and perceived impact of refugees

Both refugees and host communities in Turkana County have skill gaps in entrepreneurship:

The lack of relevant skills to match those required in the labour market may lead to unemployment or underemployment. The possession of appropriate skills by labour market participants is, therefore, an important component of employability. There appears to be a general consensus among the various PII, KII and FGD respondents that refugees and host communities in Turkana County have observed skill gaps. The skill gaps identified were mainly in entrepreneurial areas such as communication, marketing, and financial and business management. Others were skills in production, customer care, market analysis, record keeping. The TVET skill gaps identified were in the areas of plumbing and carpentry. A study carried out in Kakuma by the World Bank in 2021 established that refugees outside the labour force, and who were unemployed, indicated skills mismatch or lack of adequate skills as the main obstacle to securing a job. The identified skills areas are consistent with the sectors and value chains that hold the greatest promise to employment creation, enhancement of livelihoods and economic growth in the county.

The aspirations of refugees and host communities in sectors with the potential to create employment and enhance livelihoods are consistent with those of the Turkana County Government:

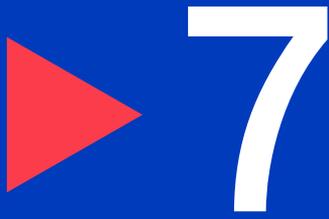
The CIDP II identified livestock, agriculture, apiculture, fishing, extractives, renewable energy, construction and tourism as the priority sectors with the greatest potential to spur employment creation, promotion of livelihoods, and general economic growth in the county. Based on employment potential, this study singled out accommodation and food service activities; professional, scientific and technical services; information and communication; agriculture, forestry and fishing; and wholesale and retail trade: motor vehicle and motorcycle repair, in that order, as the informal economy sectors with the greatest potential to spur increased employment and livelihood opportunities. It also identified the potential of the formal private sector in creating employment. These sectors are consistent with those identified by the refugees and host communities during the survey. A male PII respondent from Kakuma town noted that *“Business sector will increase economic activities and create jobs in Turkana because the government will also collect taxes”* (host, male PII, Kakuma town, 2021). Another respondent said *“Turkana value livestock so much. It will increase economic*

activities and create jobs such as opening butcheries, milk factories, and selling goats to Kenya Meat Commission (KMC)” (refugee, female, PII, Kalobeyi Settlement, 2021).

Poultry and poultry products are an important value chain in Turkana County: Some FGD respondents also identified the bakery business as being an important value chain, since there is none in the county. Poultry and poultry products were perceived as value chains with great potential for employment creation and the promotion of livelihoods, particularly for women and youth. The FGD respondents prioritized this value chain while noting that eggs consumed in the county are largely imported. With the provision of cooling and processing facilities, fish farming becomes an important value chain, given its high employment potential.

The presence of refugees has led to mixed impacts on the residents of Turkana County: Survey respondents interviewed perceived that the presence of refugees in the county has led to the development of markets and the creation of employment and livelihood opportunities. However, they also think that the existence of refugees has contributed towards increased insecurity and heightened competition in businesses. Respondents from various PIIs and FGDs said that, on the positive side, the cost of goods and services is fair, especially in the camps. They noted that *“refugees influence cost of goods and services fairly as the prices are fair in the camp”* (FGD, Nakwamekwi, 2021). This view was supported by a PII respondent who said that *“the cost of goods will be reduced because refugees sell their goods at a cheaper price”* (host, female, PII, Lodwar market, 2021).

Refugees have not only contributed to increased market demand but also to the demise of some businesses: Survey respondents perceive that business activities have increased thanks to the ready market presented by the high population of refugees. According to respondents, *“refugees come up well with new business ideas and these increased business activities hence there is development in the market”* (FGD, Nakwamekwi, 2021). They noted further that *“business activities increased due to ready market from the large population”* (FGD, Kalobeyi village 1, 2021). There are perceptions, however, that the presence of refugees has its downsides. According to FGD participants from Kanam, the existence of refugees in Turkana County has led to increased competition in business activities. One of the survey respondents argued that *“the business activities will go down because of cheap prices from the refugees”* (host, female, PII, Lodwar market, 2021). There is also a perception that the presence of refugees has led to increased pressure on resources or facilities, degradation of the environment and increased social vices such as insecurity. Respondents are of the view that *“refugees have led to pressure on some facilities like hospitals and resources like water”* (FGD, Kakuma 2, 2021).



7

Institutional Capacity in Turkana County

► 7.1 Introduction

The labour market in Kenya is supported by various institutions such as MoL&SP, SDL, SDSP, NEA, NITA, DOSHS, MSEA, NPCC and Technical and Vocational Education and Training Authority (TVETA) at the national level. Labour market institutions at the county level include the county governments, the County Public Service Board and county government ministries responsible for labour, employment, skills development and enterprise development. The local chamber of commerce and industry, trade unions and employer federations, industry associations, informal economy associations, public and private employment agencies and other local and international labour market support institutions also exist. This section discusses findings on the institutional capacity of the labour market institutions.

Labour market institutions are anchored on policy, legal and institutional framework: The labour market institutions in Kenya are guided by a legal framework. State-based labour market institutions are within the MoL&SP, which is structured into the SDL and SDSP. Among other functions, the SDL is responsible for national labour and employment policy management, planning and development of human resources, and industrial training. It has strategic units such as DOSHS, NITA, NPCC, NEA, and DoL, which draw their mandate from existing laws and regulations and implement policies and programmes contained in the relevant policy and institutional frameworks. However, despite the existence of such frameworks, the labour market institutions are weak, mainly because of weaknesses in financial, human resource and organizational capacities.

The state-led labour market institutions play a critical role in ensuring a vibrant labour market: The MoL&SP and its departments play an important role in ensuring a vibrant and stable labour market in Kenya. The DOSHS, for example, promotes occupational safety and health in workplaces, while the NPCC is responsible for productivity improvement and promotion. Promotion of employment and livelihood opportunities are at the centre of NEA's responsibilities, while NITA is responsible for provision of employable skills, including certification. The DoL ensures adherence to fundamental principles and rights at work, and resolution of grievances and disputes.

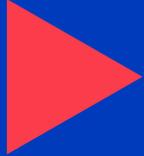
Most public labour market institutions do not have offices in Turkana County: KIIs with representatives from the aforementioned institutions revealed that they do not have a presence in Turkana County, and so they are unable to influence the county's labour market operations effectively. The absence of these institutions is attributed to the fact that labour is not a devolved function. Inadequate financial and human resource capacities is also an important factor. Apart from the legal and institutional capacity gaps, the influence of the labour market institutions in the county is also undermined by the absence of an institutional framework for strategic partnership and collaboration between the labour market institutions and the Turkana County Government.

Labour market institutions have a tripartite setup: The operations of labour market institutions in Kenya are guided by the tripartite model, which brings together representatives of government, workers and employers within a consultative and cooperative framework. The model is grounded on the importance of consultation and cooperation among the tripartite partners in promoting efficiency, organizational productivity, economic growth and general improvement in living standards.

Labour market institutions engage in public-private partnership to deliver their mandates: The tripartite setup and social dialogue orientation of the labour market institutions give them the flexibility to forge collaboration and partnership with a number of state and non-state actors. An important area of collaboration and partnership is in regard to the promotion of foreign employment. In this context, NEA has facilitated the GoK to sign bilateral labour agreements with seven countries. Similarly, NITA also collaborates with a number of industry players such as the Federation of Kenya Employers (FKE), Central Organization of Trade Unions (COTU-K) and the ILO to promote skills training, including upscaling and retooling of skills. The NPCC collaborates with the National Chamber of Commerce and Industry (NCCI) and the Kenya Association of Manufacturers (KAM) to promote productivity and competitiveness, while the DOSHS works with employers' and workers' organizations to ensure safety and health in workplaces. The implication is that the Turkana County Government can leverage on the existing framework for institutional collaboration and partnership to promote the provision of important labour market functions in the county.

Most labour market institutions do not have targeted programmes or services for refugees and other marginalized groups: The importance of inclusivity in the delivery of labour market services cannot be denied. KIIs with the various labour market institutions revealed that the institutions do not have targeted programmes for refugees and other marginalized groups. A KII respondent from DOSHS observed that *"as a directorate, we do not have a specific mandate on refugees unless they are workers. But even if so, there are certain exclusions like work injury benefits which is contrary to ILO Convention 102 on social security"* (KII, DOSHS, 2021). A KII respondent from NPCC also noted that *"in view of devolved governments, I believe counties are key to addressing specific concerns of the marginalized groups. If we can succeed to have some partnerships with counties, we can train the county officers on how to tackle the needs of these groups. Counties can help us with the stock of labour supply among the groups and different needs they have. That way we will have targeted approach for addressing the issues. We do know that organizations such as NCCI and KAM have local chapters that we can partner with to deliver the services"* (KII, NPCC, 2021).

The NITA has a more inclusive approach to dealing with issues of refugees, host communities and marginalized groups: Of the labour market institutions assessed, the NITA appeared to have a more inclusive and integrated approach to dealing with refugees, host communities and marginalized groups. According to the survey, NITA's services, such as the trade assessment, are accessible to all categories of workers, namely PLWD, youth, women and refugees. Trade tests by NITA are conducted even in the refugee camps, using the language understandable to those being assessed.



8



COVID-19 and the labour market in Turkana County

COVID-19 dampened sales and general firm performance: The COVID-19 pandemic and the attendant containment measures instituted by the government created a level of uncertainty among the population and changed the way organizations conduct their businesses. Physical distancing meant that organizations had to innovate ways of engaging their clients while protecting their workers. In Turkana County, the uncertainty associated with COVID-19 saw 18 per cent of the formal establishments experience a reduced number of customers, while 13 per cent experienced a reduction in the purchasing power of their clientele (table 44). Other consequences of the pandemic on formal establishments were reduced sales and profits (8 per cent), disrupted routines (8 per cent), closure of businesses (5 per cent) and an acute shortage of staff owing to the requirements to quarantine (5 per cent).

COVID-19 revolutionized interactions within formal establishments in Turkana County: To mitigate the negative effect of the pandemic on the businesses, 18 per cent of the formal establishments changed their ways of conducting meetings to provide for physical distancing, 13 per cent slowed activities and project implementation, 8 per cent allowed workers to work from home, and 5 per cent delayed workers' salaries. These results mirror the general national trend, where aggregate demand for goods and services shrunk, and organizations switched from their routines to mitigate the pandemic.

► **Table 44. Impact of COVID-19 on formal establishments in Turkana County**

Impact	Proportion (%) n=38
Delayed staff salaries	5
Changed ways of conducting meetings	18
Reduced number of customers	16
Staff worked from home	8
Reduced clients purchasing power	13
Reduced sales and profits	8
Slowed activities and project implementation	13
Disrupted routine	8
Closure of business	5
Acute shortage of staff owing to the pandemic and quarantine	5

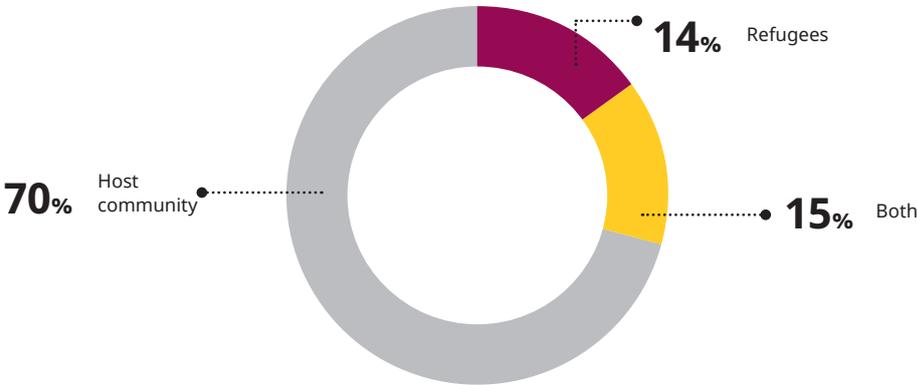


The majority of refugees and people from host communities lost their jobs and sources of livelihood because of COVID-19:

Most of the survey respondents indicated that Turkana residents, both refugees and host communities, were adversely affected by the outbreak of COVID-19. According to the respondents, "COVID-19 led to loss of employment, and increased burden or workload as a result of lockdown and other restrictions imposed by government" (FGDs, Nakwamekwi, Kanam, Nawoitorong, Napete, Kakuma 1, 2, 3, 4, Kalobeyei villages 1, 2, 3, and Kakuma town, 2021). Businesses and some programmes by organizations were also closed leading to job losses (FGD, Napatet, 2021). Furthermore, "COVID-19 forced people to work from home resulting to low income since people were only getting allowances for sustenance instead of normal salaries. There was also reduction in funding leading to reduced working hours" (FGD, Kanam, 2021). To stay afloat, many organizations reduced the salaries of employees. This was confirmed by FGD respondents in Kakuma who noted that there were reduced payments in the private sector (Kakuma 1, Kakuma 4 and Kakuma town, 2021). The same was further corroborated by a KII respondent from Kalobeyei who indicated that "both refugees and host communities lost jobs and livelihood. Life became hard to manage due to economic crisis" (refugee, male, KII, Kalobeyei Settlement, 2021).

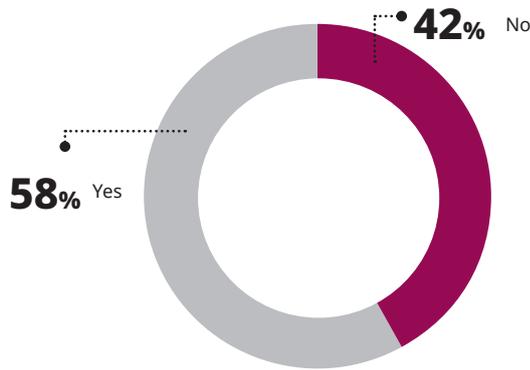
The host community was the most vulnerable to COVID-19: The pandemic affected different population groups in various ways. Globally and nationally, the most vulnerable populations were workers earning less than the statutory minimum wage and without social protection. Analysis of survey data of the workforce in Turkana County shows that up to two thirds of the workforce in the county meet their health needs by making payments from their own savings, with only 6 per cent being covered by employer-provided medical scheme. Since almost all the workforce in the county is composed of people from the host community, the implication is that with loss of jobs and incomes due to COVID-19, host communities in Turkana County were made more vulnerable by the pandemic. Indeed, 70 per cent of the surveyed employees were of the view that the host community was disproportionately affected by the pandemic (figure 31) compared with other population groups in the county.

► Figure 31. Population groups most affected by COVID-19 in Turkana County (%) n=223

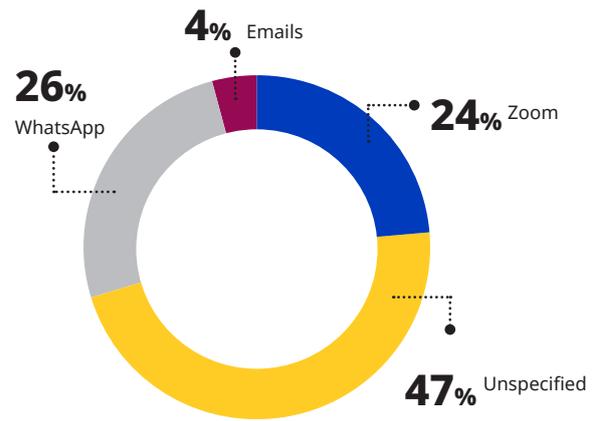


The majority of the workforce in formal establishments did not use ICT to cope with COVID-19: Globally and nationally, the adoption of ICT has been one of the main COVID-19 coping strategies for both institutions and the workforce. Survey data shows that less than half (42 per cent) of the workforce in Turkana County used ICT to cope with the pandemic (figure 32). The low adoption of ICT in coping with the pandemic may be explained by the structure of the workforce in the county. Analysis of the survey data showed that 26 per cent of the workers are in elementary occupations while 15 per cent are service workers, shop and market sales workers. Among those that used ICT platforms, WhatsApp was the most popular (26 per cent) followed by Zoom (24 per cent) and emails (4 per cent), as illustrated in figure 33.

► Figure 32: Proportion of employees who used ICT to cope with COVID-19 (%) n=243



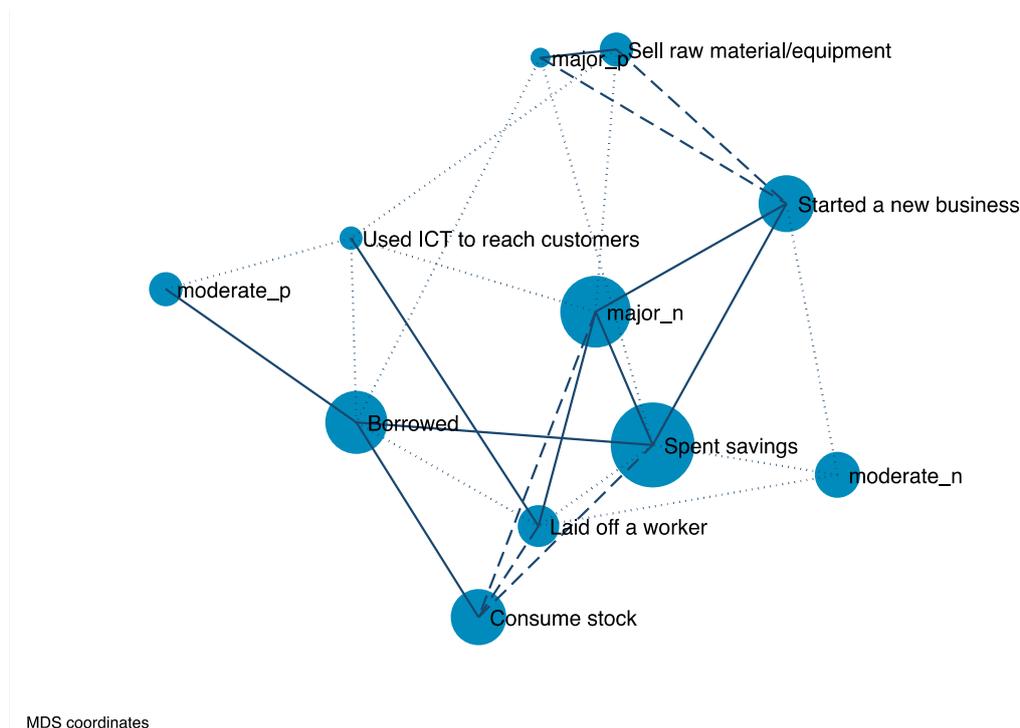
► Figure 33: ICT platforms used to cope with COVID-19 (%) n=101



Informal enterprises negatively impacted by the pandemic spent their savings, laid off their workers or started new businesses: The bulk (99 per cent) of informal establishments in Turkana County are micro enterprises who are mainly (74 per cent) in the wholesale and retail sector. According to McKinsey (2020), the wholesale and retail sector shrank by 15 and 60 percentage points because of COVID-19 in the best and worst case scenario, implying that the informal micro enterprises in the wholesale and retail sectors in the county experienced a significant reduction in their incomes. Indeed, the majority of the informal enterprises in the county indicated that they suffered major to moderate negative effects because of COVID-19 (figure 34). The scale of suffering by the enterprises outweighed any major or moderate positive gains that some informal enterprises in the county attributed to COVID-19.

Informal enterprises used different mechanisms to cope with COVID-19: The survey data shows that informal enterprises in Turkana County used different strategies to cope with the COVID-19 pandemic. According to the survey, the informal enterprises who rated the pandemic as having major negative effects spent their savings, started a new business, laid off workers, consumed stock, used ICT to reach customers and/or sold raw material or equipment (figure 34) as coping mechanisms. Similarly, informal enterprises who viewed the COVID-19 effects as being moderately negative spent savings, started new business and/or laid off workers as coping strategies.

► Figure 34. COVID-19 coping strategies used by informal enterprises





9

Conclusions and recommendations

► 9.1 Conclusions

The following conclusions are derived from the study.

Legislative framework

A number of laws, regulations and international conventions and treaties govern conduct, affairs and labour market participation of refugees and host communities. However, refugees cannot effectively engage in the labour market owing to restriction of movement as a result of the encampment policy and difficulties in acquisition of work permits. There is also no legislative framework at national and county levels to support the promotion of employment and livelihood opportunities in Turkana County, or the integration of refugees and host communities. The absence of a legislative framework to anchor and promote strategic collaboration and partnership between Turkana County Government and existing labour market institutions undermine the effective participation and engagement by refugees and host communities in the county's labour market and any benefits they might gain from it.

Institutional framework

Several state and non-state labour market support institutions operate in Turkana County. However, coordination and collaboration between the labour market support institutions and the county government are weak. The majority of the institutions also have inadequate organizational, human and financial resource capacities to execute their mandate effectively. Critical labour market institutions domiciled in the MoL&SP have no field offices in the county, thereby undermining their service and benefits to refugees and host communities. Apart from NITA, other labour market institutions do not have a strategic framework for the inclusion and integration of refugees, host communities and other marginalized groups in their programmes.

Policy framework

A number of global, regional, national and local labour policy frameworks exist. The policies variously provide for promotion of employment, enhancement of livelihood opportunities and inclusive economic growth for the benefit of refugees and host communities. However, they suffer from a weak framework for implementing, monitoring, evaluating, reporting and learning. There are also inadequate mechanisms for policy coordination and follow-up, leading to implementation fatigue and complacency. This undermines the achievement of intended policy outcomes.

Labour market supply

More than 65 per cent of the workforce in Turkana County are male, have less than five years of work experience and are under 40; about one in four possesses simple skills for elementary occupations. A gender gap in employment is widespread in the county, with male workers dominating employment in most sectors. The labour market is also characterized by a slow pace of integration between refugees and host communities. The lack of appropriate skills, low uptake of TVET and weak framework for WBL are key supply-side constraints affecting the labour market in the county.

Labour market demand

The majority of wage employees in Turkana County are public sector workers, and about 99 per cent of the informal sector workers are engaged in micro enterprises in the wholesale and retail trade, motor vehicle and motorcycle repair sub-sector that rarely graduate in size. Though constrained, informal economy sectors and their value chains in the county have the potential to create employment, strengthen livelihoods and promote economic opportunities for refugees and host communities. In the informal sector, accommodation and food service activities; professional, scientific and technical services; information and communication; agriculture, forestry and fishing; and wholesale and retail trade, motor vehicle and motorcycle repair, in that order, have the greatest potential to spur increased employment and livelihood opportunities in the county. A similar potential is seen in the larger formal private sector.

Perceptions and aspirations of host community and refugees concerning livelihoods and employment

The existence of refugees in Turkana County is perceived by both refugees and host communities to have led to increased employment and livelihood opportunities. They attribute this to the large number of local and international organizations operating in the county, and the ready market due to the large refugee population. However, there are concerns that refugees are discriminated against in access to employment and livelihood opportunities. There are moderate levels of social cohesion, integration and coexistence between refugees and host communities. This perception is strengthened by the fact that children from both communities attend the same schools; there are intermarriages between the two communities; and both employers and workers from both communities have no problem working together. Despite the perceived moderate social cohesions, the host communities think that the existence of refugees in the county has led to certain ills. These include insecurity, increased competition in business and employment, environmental degradation, deterioration and/or lack of social amenities and frequent cases of disease outbreaks. Language, religion and cultural barriers limit the pace for social cohesion, integration and coexistence between refugees and host communities in the county.

Institutional capacity

Kenya has a number of state-operated labour market institutions that perform both regulatory and facilitative roles. However, most of these institutions have no presence in Turkana County. Their absence is partially attributed to the fact that labour is not a devolved function but is largely due to financial and human resource constraints. The limited presence of labour market support institutions in the county has a negative impact on the capacity of the county to maintain a vibrant labour market. However, it affects refugees more disproportionately, as it adds to the cost of accessing the opportunities in the labour market, including advancement of the fundamental principles and rights at work.

► 9.2 Recommendations

The study findings call for specific targeted actions to enhance the growth and development of the labour market in Turkana County, to harness opportunities for stimulating labour demand through better functioning of the labour market, and to promote the socio-economic integration of refugees and host communities. The measures proposed for action by the respective actors are presented in the sections that follow.

Turkana County Government

Formalization of informal enterprises remains an important pathway through which informal MSME can achieve vertical growth and generate increased employment and livelihood opportunities. To promote formalization of the informal enterprises, the county government, in collaboration with the national government, should design and implement a broad range of measures. In the short term, the county government, together with the partners, should undertake broad-based awareness creation and sensitization activities targeting informal economy operators and which should focus on the potential benefits of formalization. These include reduced cost of inspection, better access to credit, access to strategic business locations, expansion of the clientele base, and eligibility for business development services and other support programmes. In the medium term, the county government should promote participation by the informal economy operators in public procurement within the county. This may be achieved through special channels such as the use of registered informal sector associations rather than individual firms which are not registered.

The county government should also spearhead informal enterprise training and capacity-building in marketing, innovation, technology adoption and diffusion, pricing and customer service. In collaboration with the private sector and development, it should also provide decent workspaces, sanitation and other forms of infrastructure for use by informal economy operators. In addition, it should reduce the number of procedures and delays associated with formalization processes of registration, taxation and licensing. In the long term, the county government should develop and implement a mechanism for integrating the informal enterprises' infrastructural and financial needs in the county's physical and fiscal planning activities.

In light of informal enterprises being financially excluded from the formal financial system, the county government, through the Council of Governors, should lobby the Ministry of Industry, Trade and Cooperatives in conjunction with the Registrar of Companies, Kenya Revenue Authority (KRA), NSSF, NHIF and the National Treasury to review their procedures and flex regulations around the acquisition of the relevant documents for formalization.

To enhance access to credit by the informal enterprises, the county government, in collaboration with the Council of Governors, should lobby the National Treasury to increase the allocation to the Small and Medium Enterprises Credit Guarantee Scheme. The National Treasury should also provide guidelines that enable promising informal or semi-formal enterprises to access the funds through registered informal associations or groups. Within this framework, credit to the informal economy operators should be embedded in specific business development services, which addresses identified informal economy growth and competitiveness gaps. To further address financial exclusion of the informal economy, the county government, through the Council of Governors, should lobby the Central Bank of Kenya, the National Treasury and other financial institutions to design and establish a low-risk weighting for assessment of credits to informal enterprises.

In collaboration with national government affirmative action funds such as the Uwezo Fund and Women Enterprise Development Fund Youth, as well as financial and non-financial institutions operating in the county, the county government should explore and implement mechanisms to enhance access to credit and finance by the informal enterprises. Opportunities such as grants, availing of loans at low interest rates and the establishment of county-managed revolving funds should be explored. These support programmes must, however, consider entrepreneur attributes such as the level of education and the willingness to formalize.

Turkana County has a large missing middle problem, which if addressed, presents opportunities for vertical growth of informal enterprises and for increased employment and entrepreneurship. The county government, in collaboration with national government institutions such as NITA and MSEA, and private sector and development partners, should design and provide business incubation services to informal firms in the county with innovative and bankable ideas. The support services could include provision of grants, credit guarantees and low interest loans.

The county government, with the help of the private sector and development partners, and in consultation with the informal economy associations and the KNCCI, should facilitate informal enterprises to nurture and develop backward and forward linkages with formal enterprises, and to gain access to local and international markets through public-private partnerships. Such operations and market-oriented linkages are important for nurturing and developing business etiquette, promoting access to markets and market information, and enhancing innovation and technological adaptation amongst the informal enterprises.

In view of the low levels of participation of refugees and other marginalized groups in Turkana County's labour market, the Turkana County Assembly, with the support of the Refugee Consortium of Kenya and relevant state and non-state actors, should, in the medium term, develop legislation that seeks to promote refugee integration, fairness and equity in access to employment and livelihood opportunities. The county government, with the support of the private sector and development partners, should also design and implement a capacity-building programme to enhance the competencies of the members of the County Assembly and the County Executive in creating, implementing and overseeing favourable labour and labour-related laws and policies.

A good proportion of the workforce in the county have skills for simple and routine jobs, with many of them receiving low earnings from employment or entrepreneurship. To correct this, the county government, in collaboration with the national government and education and training institutions in the county, should increase investment in more technical and high-return occupations. The investments could take the form of on-the-job training with certification, lifelong learning with certification, and recognition of prior learning.

Strategies for strengthening transition rates, especially at tertiary level, are also important in supporting quality labour supply in Turkana County. In the medium term, the county government, in collaboration with the private sector and other non-governmental organizations operating in the county, should develop and implement an internship programme. A work-based learning programme would facilitate the acquisition and imparting of practical skills to trainees and new graduates. The intervention would go a long way in smoothening school-to-work transition in the county.

The county government should initiate discussions with the MoL&SP with a view to having a strategic partnership and collaboration between the county and key labour market institutions within the ministry. These include the DoL, NEA, NITA, DOSHS and NPCC. Within this arrangement, the institutions would have liaison or desk officers to partner with the county in handling the existing and emerging labour market issues. Similarly, the county government should initiate collaboration and partnerships with NEA, employer and business membership organizations and the development partners to promote public employment services, particularly for refugees and marginalized host communities.

National government ministries, departments and agencies

The management of refugees in Kenya is guided by the CRRF, which anchors mechanisms for facilitating access to labour markets for refugees and host communities as a means of enhancing employment, livelihoods and social integration. However, the CRRF suffers from weak coordination and implementation. To support sustainable access to labour markets by the refugees and host communities, it is recommended that the Ministry of Interior and Coordination of National Government, within the ambit of National Government Administration Officers at the county level, enhances the implementation and operationalization of the framework. In this context, the Turkana County Government, in collaboration with the National Government Administration Officers in the county, should organize a stakeholder forum to identify key actors involved in implementing the framework, and to develop modalities for hastening its implementation. The developed mechanisms should also include strategies for promoting stakeholder coordination and undertaking periodic monitoring, evaluation and learning activities.

In keeping with the GCR, the Ministry of Interior and Coordination of National Government, in consultation with the MoL&SP, Turkana County Government, social partners and other stakeholders, should review the Kenya Citizenship and Immigration Act, 2011. The review should be aimed at making it more flexible for refugees to acquire travel documents and work permits. Such intervention would enable refugees to access employment and livelihoods, including entrepreneurship opportunities within the county and at the national level.

Kenya's model for refugee management has been to house refugees in large camps in marginal locations that restrict access and movement. To support the integration of refugees and host communities as espoused by the GCR, the Ministry of Interior and Coordination of National Government, in consultation with the Turkana

County Government, the UNHCR and other local and international partners, should design and implement a dispersal policy. Within this framework, the refugees would be assimilated into communities in different parts of the country, thereby enhancing their integration into the country's socio-economic fabric while reducing pressure on Turkana County. The dispersal policy should be implemented in a phased approach, starting with a pilot to allow for monitoring, learning and adjustment of the approach.

Development partners

Turkana County has low school-to-work transition. To reverse this, the ILO and her tripartite partners, namely MoL&SP, FKE and COTU-K, and other stakeholders, should design and implement a skills-training programme on identified critical training needs areas. These include accountancy and bookkeeping, entrepreneurship, human health, catering and accommodation, information and communications technology, disaster management and plant operation. The partners should also develop and implement mechanisms for providing foundational and transferable (life) skills such as communication, creativity and problem-solving skills, particularly to the youth from refugee and host communities. To make the skills training attractive and for effectiveness, it should be integrated with TVET.

As a long-term measure, the ILO, her tripartite partners, private sector and other development partners should partner with the Turkana County Government to link education and training institutions within the county with industry. Partnership and collaboration between industry and skills providers would be helpful in facilitating opportunities for work-based learning, promoting the adoption of modern technology in training, and enhancing the match between skills provided and those required by the labour market.

To address the perception of ethnic, economic and gender discrimination among refugees and host communities, the ILO, NIT and the Turkana County Government should partner in designing and implementing a soft-skills training. In this context, NITA, with the support of the partners, should develop and implement skills-training modules on coexistence, conflict resolution and basic language competency. An advocacy and communication strategy should also be developed and implemented within the same framework.

Education and training institutions

Turkana County has a high concentration of public tertiary education and training institutions, the majority of which are new. According to the assessment, the institutions offer training that corresponds to the labour market demands. To strengthen their service offering, the education and training institutions in the county, especially those in TVET, should partner with the private sector to promote the provision of market-oriented skills. Similarly, the TVET institutions, with the support of the Turkana County Government and development partners, should enter into strategic partnership with relevant private sector institutions to establish shared infrastructure for use by both institutions.

The National Industrial Training Authority, in consultation with the Turkana County Government, should also develop and implement a framework for facilitating trade testing in the county, particularly within the refugee camps, as well as tests for recognition of prior learning by refugees and host communities. Equally, the Kenya National Qualifications Authority (KNQA) should establish and implement measures to certify the skills and qualifications acquired by the refugees received from their countries. These interventions are expected to increase labour market access, participation, competitiveness and employability of refugees and host communities.

Turkana County has skills gaps in technical and vocational jobs, particularly those oriented to the extractive industry. In this respect, the Turkana University College and the county's TVET institutions should develop and implement tailor-made short-and-long-term training to target the delivery of the required skill sets. The education and training institutions should partner with the county government, private sector and development partners to train a set number of refugees and host communities to acquire skills for core occupations such as welders, pipe-fitters, drilling and servicing labourers, truck drivers and heavy-equipment operators.

Turkana University College should establish and/or strengthen linkages to provide industry-recognized training and qualifications for geologists and geophysicists, petroleum engineers, process engineers and operators, and managers specializing in oil, gas and mining. All the training must be gender-responsive, with equitable access to refugees, host communities and marginalized groups. Similarly, the TVET institutions, in collaboration with the county government, should develop strategic partnerships with industry to set up

innovation and incubation centres. This would promote effectiveness of vocational training and increase school-to-work transition.

The assessment also established the low uptake of TVET in Turkana County. This may be attributed to inadequate knowledge and awareness of existence of opportunities for TVET in the county, and negative attitudes and perceptions about TVET, particularly by the youth from refugee and host communities. To shore up the uptake, the TVET institutions should partner with the county government, private sector, civil society and NGOs, development partners and the media to create awareness on the county's existing TVET institutions, including their programmes. The sensitization and awareness-raising should also target provision of information on the existence of partial sponsorship by government to students in TVET institutions.

The media, with the support of the TVET institutions, the county government, development partners and the private sector, should also provide print and electronic documentaries showcasing successful graduates from TVET institutions. Regular career guidance and counselling should also be organized by the education and training institutions in the county to inform and influence career choices of the Turkana County constituents.

Employer and business membership organizations

Employers and business membership organizations in Turkana County can support the growth and development of the county's labour market, facilitate harnessing of opportunities for stimulating labour demand and promote socio-economic integration of refugees and host communities through a number of pathways. To effectively support formal and informal enterprises in lobbying, policy advocacy and social dialogue, the employer and business membership organizations operating in the county should undertake large-scale membership organization and recruitment in the county. This may facilitate joint initiation and activation of bottom-up measures that promote growth and competitiveness of the formal and informal enterprises.

Another entry and intervention point is for the employer and business membership organizations to partner with the informal economy operators in the county to advocate and lobby for convenient formalization procedures, voice concerns against harassment of informal enterprises by authorities at national and county levels, and promote social dialogue by establishing collective bargaining and other policy dialogue platforms that can be used by informal economy operators and associations to voice their concerns and engage with the county government and other partners.

To strengthen vertical linkages between formal and informal enterprises, the employer and business membership organizations should develop guidelines and support systems that encourage their members with formal enterprises to source and sub-contract input supply, production, distribution, marketing and other services to the informal economy enterprises. Informal enterprises that are willing to participate in these linkages can use existing formal groups or associations as a vehicle for trading.

The employer and business membership organizations, together with trade unions, should work with the county government and civil society groups to provide targeted employment opportunities, internship and other work-based learning opportunities to refugees and host communities, especially the marginalized groups.

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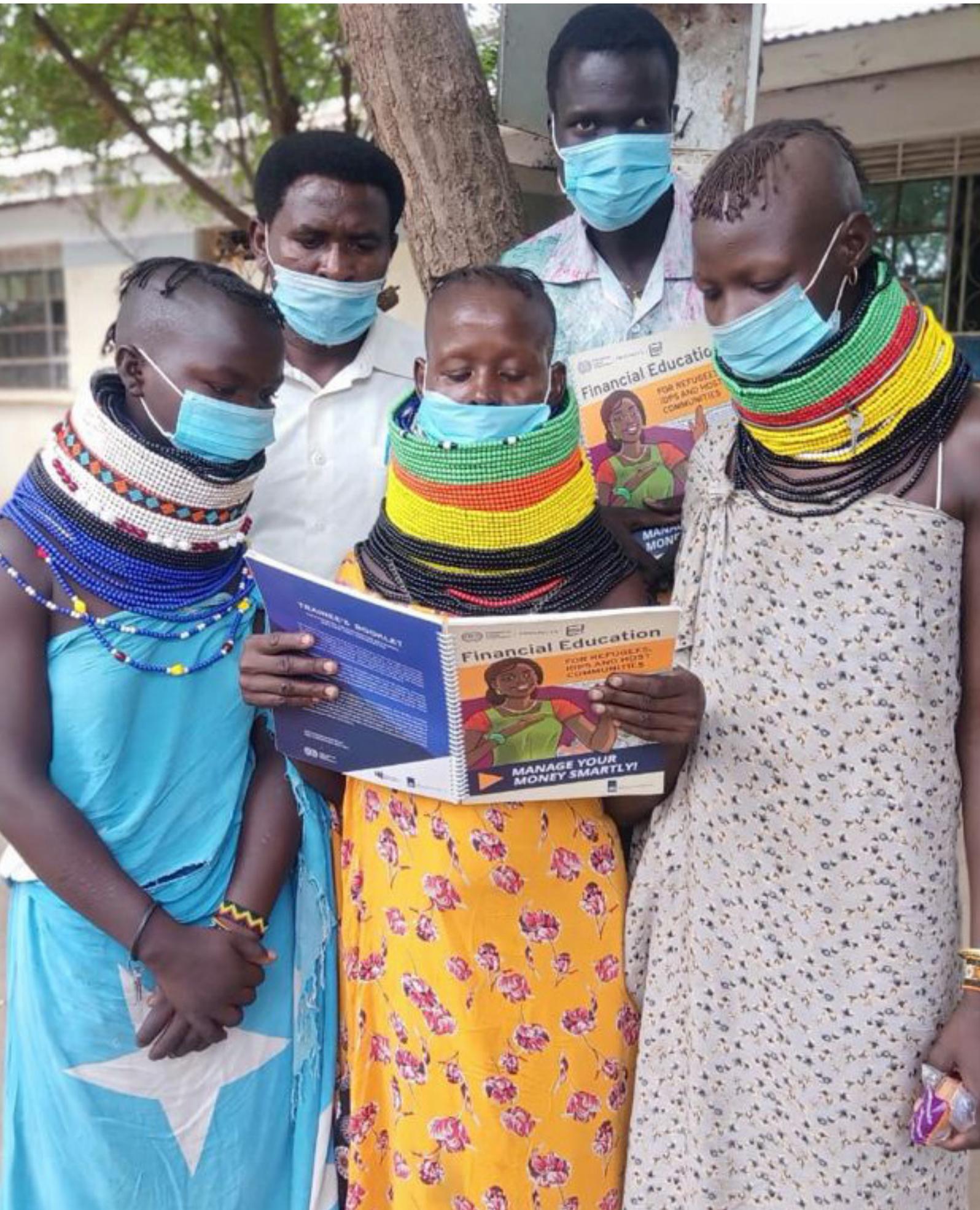
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