

ENHANCING UNHCR SOCIOECONOMIC ASSESSMENTS

DEVELOPING A STANDARDIZED EMPLOYMENT MODULE







SEA RESOURCE PACKAGE

This guide is part of a resource pack for planning and implementing SEAs.

Other planning aids available include:

- Guide to starting a SEA
- Template to create a terms of reference for hiring a survey firm
- Note on resolving the "case versus household" issue common to surveys for forcibly displaced people

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Developing a standardized employment module

Introduction

In the effort to promote socioeconomic inclusion of persons of concern, UNHCR operations routinely conduct quantitative surveys termed *Socioeconomic Assessments (SEAs)*. These provide the basis for selecting and designing interventions, targeting, measuring impact, and advocacy. SEAs were originally introduced in 2015 within the framework of the *Operational Guidelines on the Minimum Criteria for Livelihoods Programming.*¹ Their thematic scope can differ substantially; nevertheless, common topics include demographic characteristics of household members, dwelling characteristics, asset ownership, access to services, food consumption score/groups, coping strategies, debt/finance, assistance received, social participation and perceptions, priority needs, and consumption expenditure (with a view to computing monetary poverty). Currently, around 10-15 SEAs are carried out each year by UNHCR operations globally.

Despite the importance of SEAs and the data they deliver, an internal review of recent SEAs found that most of them were at the weak end of the quality spectrum; and that their quality, comparability and cost-efficiency is severely impeded by a lack of standardized methodological approaches and harmonized guidance material. To help address this shortcoming, this note – as part of a wider resource pack for SEAs - develops a standardized survey module for measuring employment.

Capturing the employment situation of persons of concerns (POCs) is a fundamental element of SEAs. In fact, when DRS in 2019 launched an offer of technical support to country operations designing such surveys, one of the most frequently requested area of support was guidance on designing a survey module that comprehensively captures employment. Moreover, DRS considers the employment situation among POCs a key indicator of interest in its global results framework, and employment-related indicators feature prominently in the livelihoods monitoring framework.² Finally, the importance of measuring employment of POCs is referred to explicitly in both the Global Compact on Refugees' Indicator Framework and the International Recommendations on Refugee Statistics.³

¹ While the Minimum Criteria are no longer required, the principles that they introduced, including socioeconomic assessments, have been mainstreamed into UNHCR Livelihoods programming and remain widely relevant across operations, including beyond the remit of the Livelihoods sector.

² The Livelihoods Information System facilitates standardized monitoring of the impact of UNHCR Livelihoods programmes through a set of global indicators. Information on the tools and data is available here.

³ UNHCR. 2019. "The Global Compact on Refugees Indicator Framework". United Nations and Eurostat. 2018. "Expert Group on Refugees and Internally Displaced Persons Statistics - International Recommendations on Refugee Statistics".

In stark contrast to the high policy relevance of employment-related data, this area of measurement has been particularly weak in past socioeconomic surveys. The above-mentioned internal review of recent surveys (covering 27 socioeconomic surveys) revealed that not a single one of these recent surveys captured employment in a way that was compliant with international statistical standards, let alone comparable across surveys. The implications are both substantial and practical. If the methodologies of UNHCR's surveys are not aligned with the statistics produced regularly by national and international institutions, and used in the wider national and international policy debate, it is a missed opportunity to situate refugees within their broader economic context and make evidence-based statements that "speak" to policy-makers.

This note is organized as follows: First, it provides a brief overview of the key employment indicators that every socioeconomic survey should measure and the conceptual framework underlying them. Next, it outlines the structure of a standardized survey module to capture these key indicators (the full questionnaire module is presented in Annex A and available for download in Kobo). Finally, it discusses ways to deploy this module in ways that facilitate ease of use and implementation for upcoming surveys.

Key employment indicators and their evolution

The primary methodological framework for measuring economic activity of individuals is that of ILO and the International Conference of Labour Statisticians (ICLS). Any UNHCR employment module should be based on this framework.

Without a doubt, the most prominent indicator on employment - also referred to in International Recommendations Refugee Statistics (see footnote 3) - is the socalled labour force status. It divides the working-age population into three categories: (i) employed; (ii) unemployed; and (iii) those outside the labour force. As is clear from the brief summary in the box below, in order to categorize an individual by labour force status, it is insufficient to know only whether they worked or not. Detailed information on temporary absences. work-seeking behaviour and availability to work are essential.

This concept of labour force status, which has been around for almost four decades, has more recently been complemented with the highly insightful concept of <u>underutilization</u>.

Key terms of Labour Force Status

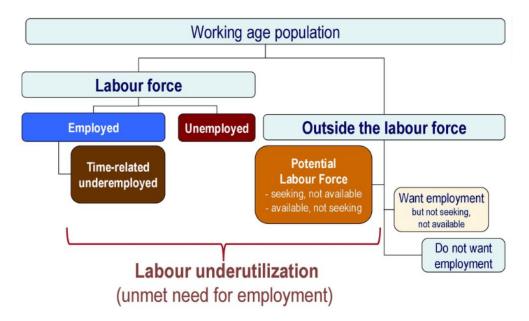
Employed persons: those who worked for pay or profit, even if only for one hour, in past 7 days (or were temporarily absent from a job to which they will return).

Unemployed persons: those not in employment and seeking a job (within the four weeks prior to the reference date) and who are available to start work within a specified reference period.

Persons outside the labour force: those who have no employment, and are not looking for and/or not available for work.

This is a result of the realization that unemployment alone in many countries is a poor measure for assessing the extent to which the economy provides opportunities to employ the population to its full potential. Underutilization includes three groups of persons: the unemployed, those employed but looking for additional work (the "underemployed"), and the potential labour force (those that were available to work but have given up seeking work, and vice versa).

The graph below visualizes the two interconnected concepts of labour force status and underutilization.



Source: ILO. 2019. Forms of work and labour force statistics conceptual frameworks

Note: Labour underutilization comprises "time-related underemployment", "unemployed" and

"potential labour force".

An added challenge when designing employment modules is that the international definition of labour force status has changed over time. The original definition (adopted by the ICLS in 1982) included persons working unpaid or in subsistence farming among the employed. However, this definition was revised/narrowed by the ICLS in 2013.4 Own-use producers (primarily subsistence farmers) no longer count as employed. Neither do unpaid volunteers/trainees. Only those working for pay or profit are considered employed. The term "inactive" to describe those outside the labour force is no longer valid. Choosing between the old and the new definition is not entirely straightforward. Despite the fact that the new definition has now been around for more than 5 years, many countries are still following the 1982 definition in their national household surveys. The adoption of the new method is progressing relatively slowly, which can result in comparability issues with national surveys. Nevertheless, it is clear that the new definition is "here to stay", that more and more countries will switch over, and that UNHCR should follow the current international standard in its own surveys.

⁴ ILO.2018. "Implications of new resolution of the 19th International Conference on Labour Statisticians on the measurement of labour migration".

Developing a standardized employment module

Annex A of this note presents a recommended survey module to comprehensively capture employment. This module follows closely the latest model questionnaire for labour force surveys developed by ILO, which is compliant with the current (ICLS-2013) definition of labour force status.⁵

It should be administered iteratively for each adult member of the respondent household (if necessary, iterative data on all adult members can be provided by a single well-informed proxy respondent, although self-reporting by each member is generally preferred).

The module has been further refined from the underlying ILO template, along the following lines:

- The set of questions has been simplified/reduced from the longer ILO template to account
 - for the resource constraints under which most UNHCR surveys are being implemented, while maintaining all core questions required to capture labour force status and underutilization.⁶
- It has been modified in minor ways to account for some of the specificities of the context in which UNHCR works (e.g. added "paid incentive worker" to the response options for status in employment).
- The standard ILO template recommends 4-digit ISCO and 4-digit ISIC codes for capturing occupation and industry, respectively, of the primary and secondary jobs. ISCO codes are generally not very insightful at a higher (e.g. 1-digit) level, and UNHCR generally puts great emphasis on occupation data (including in its proGres registration system), hence the detailed 4-digit level coding approach for ISCO was maintained in the recommended module. The latest set of ISCO-08 codes should be used.⁷ To increase user-friendliness, where the technical setup allows for this, a cascading/guided ISCO 4-digit coding approach via an intermediate 2-digit level may be applied. In contrast, ISIC codes are

Occupation (ISCO) and Industry (ISIC) Codes

ISCO and ISIC codes are fundamentally different concepts and cannot be interchanged or mapped onto each other.

ISCO codes refer to the kind of tasks and duties performed by a <u>person</u> in their job, whereas ISIC codes refer to the economic activity in which <u>establishments</u> or enterprises mainly engage.

For example, a night guard employed by a textile factory. The occupation of this person would be classified as "5414 Security Guards" (ISCO) but the industry of the establishment employing this person would be classified as "1410 Manufacture of wearing apparel" (ISIC).

⁵ ILO. 2019. "ILO Model LFS for PAPI: Labour modules". See also the ILO's National Adaptation Guide.

⁶ Most non-essential questions not directly relevant to the computation of key concepts of labour force status and underutilization were removed. Moreover, the detailed follow-up questions on temporary absence from work (i.e. reason for absence, time until return, contractual arrangements) were removed despite these factors usually being considered when computing labour force status, as they mostly do not affect the results in a major way.

⁷ ILO. 2016. "ISCO-08 Structure, index correspondence with ISCO-88".

meaningful even at a highly aggregated level, and there is generally a lesser focus on and interest in industry statistics across UNHCR's work. In consequence, a highly aggregated from of industry coding is applied in the module recommended here.⁸

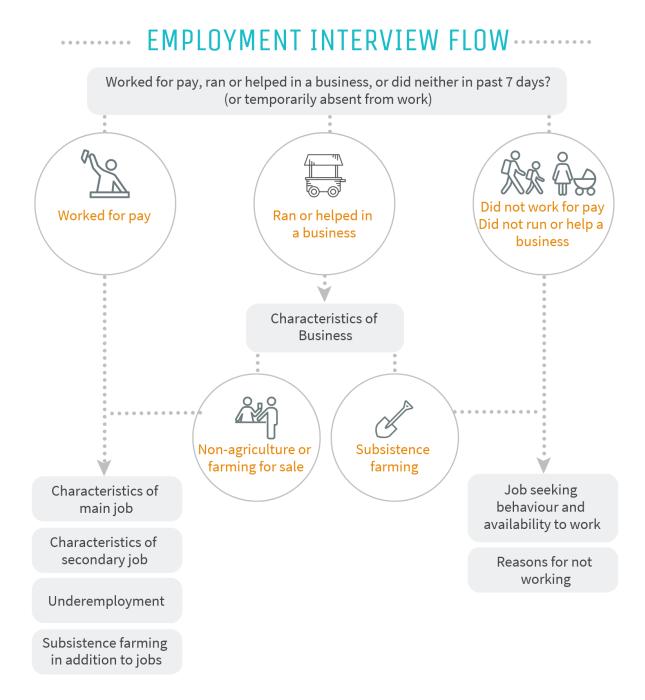
- The module maintains the standard approach of collecting data on primary <u>and</u> secondary jobs, where applicable. While this may seem rather detailed, pilot surveys conducted by UNHCR DRS in Kenya have shown that in camp settings, non-negligible parts of the adult population can carry out secondary low-intensity jobs. Where this happens in parallel to other jobs that are more integrated in the wider economy, capturing only primary jobs risks overlooking the latter.
- Employment modules apply only to the population above a certain age, hence a minimum age filter needs to be specified for the entire module. No upper age limit should be set during the data collection (upper age selectors can be applied at the analysis stage if appropriate). ILO recommends that "the lower age limit should be set taking into consideration the minimum age for employment and exceptions specified in national laws or regulations, or the age of completion of compulsory schooling; [...] The minimum age in data collection should not be set higher than 15 years". Some surveys decide to set a substantially lower age limit on the employment module in order to also explore issues of child labour. However, this can be politically sensitive. In consequence, the standardized module recommended here specifies an age limit of 15-plus.
- The module does not contain questions for capturing formality/informality of employment.
 However, a detailed discussion of the matter and an (optional) set of additional questions are provided in Annex C.

Field experience has shown that this module should take on average around 15 minutes to administer per household.⁹

Industry in this proposal is aggregated to only six simple response options (as compared to the 10 categories at the "standard" ISIC top level), as follows: agriculture/Livestock/Forestry/Fishing; Manufacturing/Handicraft; Construction; Wholesale or Retail Trade; Services; Other

⁹ This is the time it took to administer a similar employment module in a recent SEA in Kakuma Camp, where the average household size was around 7 persons.

The chart below visualizes in a simplified way the interview flow of this questionnaire module.



Deploying the standardized employment module

The standardized employment module presented in this note can be deployed irrespective of the implementation mode of a SEA. For paper-based SEAs, annex A provides a good basis for incorporation. For SEAs implemented using UNHCR KoboToolbox, a pre-coded XLSForm will be made available, which can be copy-and-pasted into a wider Kobo-based SEA. This will be available on the UNHCR intranet.

One advanced function of the pre-coded XLSForm is that it will automatically generate the complex key indicators of labour force status and underutilization at the individual level. In other words, these two indicators (which are computed from an individual's responses to various survey questions) will not be visible during the data collection itself, but upon exporting the raw dataset from Kobo, variables containing a categorization of each respondent by his/her labour force and underutilization status will already be present in the individual-level dataset – without the need to actually apply the complex analysis syntax described in Annex B. This categorization variable can then be easily used to create tabulations and graphs.

Annex A: Standardized questionnaire module on employment

Q0. Age filter 15+ (NB: no upper age limit should be specified)

Initial screening: Work during past 7 days

- Q1. During the past 7 days, did (NAME) work for someone else for pay, for one or more hours? (NOTE: This includes any work for pay, including paid incentive work, paid volunteering, paid casual labour, etc.)
 - Yes →Q7
 - No
- Q2. During the past 7 days, did (NAME) <u>run or do any kind of business, farming or other activity</u> to generate income?
 - Yes →Q6a
 - No
- Q3. During the past 7 days, did (NAME) help in a family business or farm?
 - Yes →Q6a
 - No

Initial screening: Temporary absence from work during past 7 days

- Q4. Even though (NAME) did not work, during the past 7 days, did he/she have a <u>paid job</u> from which he/she was temporarily absent?
 - Yes →Q7
 - No
- Q5. Even though (NAME) did not work, during the past 7 days, did he/she have a <u>business or</u> a helper job in a family business/farm from which he/she was temporarily absent?
 - Yes →Q6a
 - No →Q25

Initial screening: Follow-up questions to identify agricultural work and market orientation

- Q6a. Was this work that you mentioned in...?
 - Farming or rearing farm animals
 - Fishing or fish farming
 - None of the above →Q7
- Q6b. Thinking about this work, are the products intended...?
 - Only for sale →Q7
 - Mainly for sale →Q7
 - Only for family use
 - Mainly for family use
- Q6c. How many hours did (NAME) spend doing this work during the past 7 days?
 - ENTER NUMBER OF HOURS →Q25

Characteristics of primary and secondary job among the employed

ENUMERATOR: I am now going to ask you some questions about the income generating activity in which (NAME) usually works the most hours. (NOTE: Income-generating activity excludes farming/fishing for family use)

Q7a-d. In (NAME)'s main job, what kind of work does he/she do?

- 4-digit ISCO occupation codes (if possible, cascade from 2-digit level to improve user-friendliness)
- Q7d. Where is this job located?
 - Inside refugee camp
 - Outside refugee camp
- Q8. What is the main activity of the place or business where (NAME) works?
 - Agriculture/Livestock/Forestry/Fishing
 - Manufacturing/Handicraft
 - Construction
 - Wholesale or Retail Trade¹⁰
 - Services
 - Other
- Q9. Does (NAME) work...?
 - As a paid employee
 - As a paid apprentice/intern/volunteer
 - As a paid incentive worker
 - In his/her own business activity → Q11
 - Helping in a family or household business → Q11
 - Other
- Q10. In this job is he/she working in....?
 - The government or a state-owned enterprise
 - A farm
 - A private business (non-farm)
 - A household(s) as a domestic worker
 - An NGO, non-profit institution, church
 - An international organization (including UNHCR) or a foreign embassy
- Q11. How many hours does (NAME) usually work per week in this main job?
 - ENTER NUMBER OF HOURS
- Q12. Did (NAME) engage in any other income generating activity in the past 7 days (NOTE: Income-generating activity excludes farming/fishing for family use)
 - Yes

Wholesale or Retail Trade includes both large scale and small scale traders who either sell to distributors or individuals in a market.

- No → Q20

ENUMERATOR: I am now going to ask you some questions about (NAME)'s second income generating activity in terms of hours worked. (NOTE: Income-generating activity excludes farming/fishing for family use)

Q13a-d.In (NAME)'s secondary job, what kind of work does he/she do?

4-digit ISCO occupation codes (if possible, cascade from 2-digit level to improve user-friendliness)

Q13d. Where is this job located?

- Inside refugee camp
- Outside refugee camp
- Q14. What is the main activity of the place or business where (NAME) works?
 - Agriculture/Livestock/Forestry/Fishing
 - Manufacturing/Handicraft
 - Construction
 - Wholesale or Retail Trade¹⁰
 - Services
 - Other

Q15. Does (NAME) work...?

- As a paid employee
- As a paid apprentice/intern/volunteer
- As a paid incentive worker
- In his/her own business activity → Q17
- Helping in a family or household business → Q17
- Other
- Q16. In this job is he/she working in....?
 - The government or a state owned enterprise
 - A farm
 - A private business (non-farm)
 - A household(s) as a domestic worker
 - An NGO, non-profit institution (both international and national), church
 - An international organization or a foreign embassy
- Q17. How many hours does (NAME) usually work per week in this secondary job?
 - ENTER NUMBER OF HOURS
- Q18. Did (NAME) engage in any other income generating activity in the past 7 days (NOTE: Income-generating activity excludes farming/fishing for family use)
 - Yes
 - No → Q20

ENUMERATOR: I am now going to ask you a single question about all other income generating activities that (NAME) engaged in. (NOTE: Income-generating activity excludes farming/fishing for family use)

- Q19. How many hours does (NAME) usually work per week in all these other incomegenerating activities?
 - ENTER NUMBER OF HOURS

Underemployment among employed persons

- Q20. During the last four weeks, did (NAME) look for additional or other paid work?
 - Yes
 - No
- Q21. Would (NAME) want to work more hours per week than usually worked, provided the extra hours are paid?
 - Yes
 - No → Q23
- Q22. Could (NAME) start working more hours within the next two weeks?
 - Yes
 - No

Subsistence farming/fishing as a complementary activity among employed persons

- Q23. In addition to the income generating activities just discussed: During the past 7 days, did (NAME) engage in farming, livestock rearing or fishery without pay, to produce food for the family?
 - Yes
 - No → END OF MODULE
- Q24. How many hours did (NAME) spend doing this work during the past 7 days?
 - ENTER NUMBER OF HOURS →END OF MODULE

Job search and availability among those not employed

- Q25. During the last four weeks, did (NAME) do anything to find a paid job or try to start a business?
 - Yes
 - No →Q27
- Q26. For how long has (NAME) been trying to find a paid job or start a business?
 - Less than 1 month →Q28
 - 1 month to < 6 months →Q28
 - 6 months to < 12 months →Q28
 - 1 year or more →Q28
- Q27. At present does (NAME) want to work?
 - Yes
 - No →Q29
- Q28. Could (NAME) start working within the next two weeks?

- Yes
- No
- Q29. Which of the following best describes what (NAME) is mainly doing at present?
 - Studying or training
 - Engaged in household or family responsibilities
 - Retired or pensioner
 - With a long-term illness, injury or disability

 - Farming or fishing to produce food for the family Doing unpaid volunteering, community or charity work
 - Other

Annex B: Analytical syntax for computing key indicators

This section provides practical guidance to compute the key indicators from the raw data collected from the survey questions above.

Labour force status:

Category	Conditions	Rationale
Employed	 Q1="Yes" Q2="Yes" AND (Q6a="None of the above" OR Q6b="Mainly for family use")" Only for family use") Q3=Yes AND (Q6a="None of the above" OR Q6b="Mainly for family use") Q4=Yes 	or market-oriented agricultural - Worked in past 7 days as helper in a
Unemployed	 Q5=Yes AND (Q6a="None of the above" OR Q6b="Mainly for family use"/"Only for family use") Q25="Yes" AND Q28="Yes" 	- Was temporarily absent from own
. ,		work
Outside the labour force	All other persons	

Underutilization:

Category	Conditions	Rationale
Underemployed	- (Q11+Q17+Q19<40) AND Q21="Yes" AND Q22="Yes"	 Worked less than 40 hours per week, and was both willing and available to work more hours
Unemployed	- Q25="Yes" AND Q28="Yes"	- Seeking for work and available to start work
Potential labour force	- Q25="Yes" AND Q28="No"	- Seeking for work, but not available
	- Q25="No" AND Q28="Yes"	 Not seeking for work, but available
No underutilization	All other persons	This includes: - Other employed: employed persons that are not underemployed; and - Other outside the labour force: those outside the labour force that are not part of the potential labour force

Other key indicators (which don't require complex analysis syntax) include:

- Occupation of main job (among the employed) Q7
- Industry of main job (among the employed) Q8
- Status in employment of main job (among the employed) Q9
- Employer in main job (among the employed) Q10
- Main reasons for being outside the labour force (among those outside the labour force) Q29
- Time use on own-use production activities (among both the employed and those outside the labour force) Q6b/Q6c, Q23/Q24

Annex C: Capturing formality/informality of work

Why might it be useful to capture formality of work in UNHCR's SEAs?

While there is no indicator per se on formality of work in the *Global Compact on Refugees Indicator Framework (GCR-IF)*, the following references are made in the GCR-IF to formality and other aspects of work going beyond the basics of labour force status and underutilization:

- "Supplementary data can also be collected [...] which incorporate analysis of the
 concentration of refugees in the informal economy, conditions of work, access to
 social protection systems, participation in trade unions and other professional associations,
 among others."
- "More broadly, supplementary data and analysis assessing (a) just and favourable conditions of work; (b) access to social protection; and (c) participation in trade unions and other professional associations will contribute to a more comprehensive understanding of the quality of work and the challenges refugees face in economic inclusion."

Moreover, informal sector employment is referred to as a priority indicator in the International Recommendations on Refugee Statistics (IRRS). The IRRS states that "As refugees are often disadvantaged in the labour market, access to the formal sector is a good indicator of integration in low and middle-income countries."

How is formality of work measured?¹¹

ILO bases the measurement of informality of jobs on the guidelines concerning the statistical definition of informal employment adopted by the 17th International Conference of Labour Statisticians in 2003 and their subsequent updates.

According to these guidelines, employees are considered to have informal jobs if their employment relationship is, in law or in practice, not subject to national labour legislation, income taxation, social protection or entitlement to certain employment benefits (advance notice of dismissal, severance pay, paid annual or sick leave, etc.). The underpinning reasons may be the non-declaration of the jobs or the employees; casual jobs or jobs of a short duration; jobs with hours of work or wages below a specified threshold (e.g. for social security contributions); or lack of application of law and regulation in practice. Employers and own-account worker are considered to be informal when their economic units belong to the informal sector. The informal sector is a subset of household unincorporated enterprises (not constituted as separate legal entities independently of their owners) that produce for sale in the market, even if partly, and that do not have a complete set of accounts and/or are not registered under national legislation. Finally, all contributing family members are considered as informally employed.

Countries use different operational criteria among those mentioned above to measure informal employment according to national context and circumstances.

¹¹ ILO provides a good overview of formality of work in its 2018 report "Informality and non-standard forms of employment".

To facilitate international comparability, notably in the context of the Sustainable Development Goals and overcome previous limitations associated with the use of different measures by countries, the ILO recently started to apply a "standardized" set of criteria to determine informal employment and employment in the informal sector.

This ILO standardized criteria are as follows:

- An employee is considered as in informal employment if his/her employer does not contribute to social security on his/her behalf or, in case of missing answer, if he/she does not benefit from annual paid leave and paid sick leave;
- Employers and own-account workers are in informal employment if their economic activity
 is in the informal sector (the informal sector is composed of all non-incorporated private
 enterprises without a formal bookkeeping system or not registered to national relevant
 authorities)
- All contributing family members are considered as informally employed.

Survey questions required to measure informality by the ILO standardized criteria¹²

Additional questions required for employees:

- Q01. Does (NAME's) employer pay contributions to the [Pension Fund/Health/Unemployment Insurance] for (NAME)?
 - Yes
 - No
 - Don't know
- Q02. Does (NAME) get paid annual leave?
 - Yes
 - No
 - Don't know
- Q03. Would (NAME) get paid sick leave in case of illness or injury?
 - Yes
 - No
 - Don't know

Additional questions required for employers and own-account workers:

- Q04. Is the business (NAME) incorporated? For example as a [limited company or partnership]?
 - Yes
 - No
 - Don't know

¹² Also extracted from ILO Model LFS for PAPI: Labour modules.

Q05. Is the business (NAME) registered in the [National Business Register]?

- Yes
- No
- Don't know

Q06. What kind of accounts or records does the business keep?

- A complete set of written accounts for tax purposes
- Simplified written accounts not for tax purposes
- Informal records of orders, sales, purchases
- No records are kept
- DON'T KNOW

Observations on applying these survey questions in forced displacement contexts

One may note that the conditions for formality (as per "standardized" ILO approach outlined above) are somewhat oriented towards more advanced economies. As a result, more than 60% of the world's workers are categorized as being in informal employment. In Africa, 86% of employment is informal. While both the Global Compact and the IRRS stress the importance of formalizing POCs' employment situations, at this point in time and for many forced displacement contexts, it is highly doubtful that the vast majority of SEA respondents would be able to comprehend the questions around contributions to social security systems, paid leave, incorporation/registration of enterprises, etc. In consequence and to avoid negatively affecting the overall interview flow, it has been decided that the above questions will not be included in the standard employment module for SEAs. However, they may be added optionally if the specific context of a planned SEAs appears conducive to collecting this data.