

ILO activities in Africa, 2000-2003

Tenth African Regional Meeting
Addis Ababa, December 2003

Report of the Director-General

International Labour Office

This Report may also be consulted on the ILO Internet site
(<http://www.ilo.org/public/english/standards/relm/rgmeet/index.htm>).

ISBN 92-2-114842-4

First published 2003

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Photocomposed by the International Labour Office, Geneva, Switzerland
Printed in Switzerland

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Acronyms and abbreviations

ACT/EMP	Bureau for Employers' Activities (ILO)
ACTRAV	Bureau for Workers' Activities (ILO)
AIDS	Acquired immunodeficiency syndrome
CAEMC	Central Africa Economic and Monetary Community
CDF	Comprehensive Development Framework
DWPP	Decent Work Pilot Programme (ILO)
EAC	East African Community
ECOWAS	Economic Community of West African States
EIIP	Employment-Intensive Investment Programme (ILO)
GDP	Gross domestic product
HIPC	Heavily indebted poor countries
HIV	Human immunodeficiency virus
ICFTU-AFRO	International Confederation of Free Trade Unions African Regional Organisation
ICT	Information and communication technology
IFP/CRISIS	InFocus Programme on Crisis Response and Reconstruction (ILO)
IFP/DIALOGUE	InFocus Programme on Strengthening Social Dialogue (ILO)
IFP/SEED	InFocus Programme on Boosting Employment through Small Enterprise Development (ILO)
ILO/AIDS	Programme on HIV/AIDS and the World of Work
IOM	International Organization for Migration
IPEC	InFocus Programme on Child Labour (ILO)
JFA	Jobs for Africa programme (replaced by Jobs in Africa) (ILO)

LMIS	Labour market information system
MDGs	Millennium Development Goals
MULTI	Multinational Enterprises Programme (ILO)
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
NIDEC	Nigeria Declaration Project (ILO)
OATUU	Organisation of African Trade Union Unity
OAU	Organization of African Unity (now African Union)
PEC	Pan African Employers' Confederation
PRSP	Poverty Reduction Strategy Paper
SADC	Southern African Development Community
SECTOR	Sectoral Activities Department (ILO)
SHD	Sustainable human development
SIMPOC	Statistical Information and Monitoring Programme on Child Labour (ILO)
SLAREA	Strengthening of labour relations in East Africa (ILO)
SLASA	Strengthening labour administration in Southern Africa (ILO)
SME	Small and medium-sized enterprise
TBP	Time-Bound Programme on the Worst Forms of Child Labour (ILO)
UEMOA	West African Economic and Monetary Union
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
USDOL	United States Department of Labor
WCSDG	World Commission on the Social Dimension of Globalization

Introduction

The Ninth African Regional Meeting was held in Abidjan in December 1999. Two Reports of the Director-General were discussed by that Meeting: *Decent work and protection for all in Africa* and *ILO activities in Africa 1994-99*. The report and conclusions of the Meeting were discussed by the Governing Body of the International Labour Office at its 277th Session in March 2000.¹

This Report presented to the Tenth African Regional Meeting is intended to serve as a basis for an analysis that may shape future ILO activities in Africa. As the Report shows, the first four years of the new millennium did witness some improvements in the fortunes of Africa, although enormous challenges remain to be faced. During the period covered, modest social and economic progress was reflected, not only in terms of what was achieved, but also in the increased political will to make further progress, notwithstanding the challenges ahead.

Chapter 1 summarizes the conclusions of the Ninth African Regional Meeting and describes some of the development frameworks adopted during the period under review by the international community and the African region in response to the social and economic challenges facing the continent. The chapter identifies five major regional priorities: (a) social dialogue and economic and social policies; (b) post-crisis reconstruction; (c) regional integration; (d) poverty reduction; and (e) the prevention and management of HIV/AIDS at the workplace.

Chapter 2 describes how the ILO has responded to the emerging development challenges and priorities in Africa through the implementation of relevant activities within the framework of the Decent Work Agenda. It is structured around the four strategic objectives underlying the work of the ILO, which were endorsed by the Ninth African Regional Meeting, namely to promote and realize standards and fundamental principles and rights at work; create greater opportunities for women and men to secure decent employment and income; enhance the coverage and effectiveness of social protection for all; and strengthen tripartism and social dialogue.

¹ Document GB.277/4.

Chapter 3 presents information on the ILO structures in the African region which have been largely responsible for implementing ILO activities in Africa, and the reforms which have taken place during the period under review.

1. Decent work: Priorities of the African region

1.1. Introduction

In its conclusions, the Ninth African Regional Meeting (Abidjan, 8-11 December 1999) endorsed the Director-General's Reports entitled *Decent work and protection for all in Africa* and *ILO activities in Africa 1994-99*. Delegates also endorsed the four strategic objectives of the ILO Decent Work Agenda as particularly relevant to the needs and problems of African countries. The four strategic objectives are as follows:

- promote and realize standards and fundamental principles and rights at work;
- create greater opportunities for women and men to secure decent employment and income;
- enhance the coverage and effectiveness of social protection for all;
- strengthen tripartism and social dialogue.

The Meeting also attached particular importance to giving due consideration to gender equality and development, which should be a component of all the programmes undertaken. In the interests of attaining those objectives, the delegates expressed the wish to have the eight InFocus programmes set out in the Programme and Budget proposals for 2000-01 implemented without delay.

The Decent Work Agenda, implemented through the four strategic objectives, accordingly formed the basis of ILO activities in Africa during the period covered by this report.

The ILO has sought to ensure that its Decent Work Agenda is closely linked to and supportive of the development priorities of all its constituents in every region. In the African context, therefore, efforts have been made to work closely with African tripartite constituents to determine their development priorities. The priorities which have emerged are linked to those being embraced by the African Union and integrated in the New Partnership for Africa's Development (NEPAD), which has the support of the international community.

During the period under review a number of development frameworks have been adopted by ILO member States and national, regional and international development agencies, including the United Nations, focusing not

only on Africa but also on other developing countries. The adoption of NEPAD by the African Union provided a new impetus to development in Africa. This and other development frameworks are described below.

1.2. New Partnership for Africa's Development

The New Partnership for Africa's Development (NEPAD) is a "long-term vision of an African-owned and African-led development programme". The goals of the programme are:

- to achieve and sustain an average gross domestic product (GDP) growth rate of above 7 per cent per annum for the next 15 years;
- to ensure that the continent achieves the following international development goals: to reduce the proportion of people living in extreme poverty

The New Partnership for Africa's Development: An African framework for faster growth and development

The New Partnership for Africa's Development (NEPAD) is a pledge by all of Africa's leaders to eradicate poverty and move towards sustainable growth and development. The partnership focuses on African ownership of the development process and seeks to reinvigorate the continent in all areas of human activity. Through the partnership, African leaders have agreed to:

- strengthen mechanisms for conflict prevention, management and resolution;
- promote and protect democracy and human rights by developing standards for accountability, transparency and participatory governance;
- restore and maintain macroeconomic stability;
- institute transparent legal and regulatory frameworks for financial markets;
- revitalize and extend education, technical training and health-care services;
- promote women's role in social and economic development;
- build the capacity of States to set and enforce the legal framework; and
- promote the development of infrastructure, agriculture, agro-processing and manufacturing to meet the needs of export and domestic markets.

The NEPAD document draws Africans' attention to the seriousness of the economic challenges facing the continent, the potential for addressing them, and the need to mobilize support for change. The main strategies proposed include:

- fostering conditions for long-term peace, security, democracy and good governance, inter alia by building capacity for early warning, addressing political and social vulnerabilities, combating the illicit proliferation of small arms and light weapons, and implementing institutional reforms;
- promoting the provision of regional and subregional public goods such as water, transportation, energy, environmental management, and other infrastructure – notably telecommunications;
- developing education and human resources at all levels, and in particular increasing the role of information and communication technologies (ICTs) in education and training, turning the brain drain into a "brain gain" for Africa, and eliminating gender disparities in education;
- increasing domestic resource mobilization and accelerating foreign investment;
- creating a conducive environment for private sector activities, with an emphasis on domestic entrepreneurs;
- promoting the inflow and effective use of official development assistance by reforming systems for delivering and evaluating aid;
- promoting gender equality in education, business and public services.

Source: *The New Partnership for Africa's Development (NEPAD)* (Abuja, Oct. 2001), Annex to United Nations: General Assembly doc. A/57/304 (New York, 15 Aug. 2002).

by half by 2015; to enrol all school-age children in primary education by 2015; to eliminate gender inequality in education by 2015; to reduce infant and child mortality rates by two-thirds by 2015; to reduce maternal mortality ratios by three-quarters by 2015; to provide access for all who need reproductive health services by 2015; and to implement national strategies for sustainable development by 2015, so as to reverse the loss of environmental resources by 2015.

NEPAD's objectives reflect key elements of an emerging consensus (sustainable human development goals, poverty reduction and employment promotion, for instance), with the emphasis on good governance and an integrated approach to development guided by a long-term vision, while also ensuring that actual projects compatible with the vision are executed in the short to medium term.

The United Nations has identified five clusters to support and respond to the NEPAD action plan. The clusters are infrastructure development: water and sanitation, energy, transport and ICTs; governance, peace and security; agriculture, trade and market access; environment, population and urbanization; and human resources development, employment and HIV/AIDS. The ILO is vice-chair of the human resources development, employment and HIV/AIDS cluster and a member of the governance cluster.

1.3. Emerging development frameworks

1.3.1. The Comprehensive Development Framework

At the end of the last decade, the World Bank initiated the Comprehensive Development Framework (CDF), which reflects the growing convergence of views within the international development community on a sustainable approach to development. The CDF is based on the following underlying principles: the need for a holistic long-term strategy, country ownership, stronger partnerships, and a focus on development outcomes.

The CDF calls for aligning external assistance with national strategies which have been developed consultatively and which incorporate short-, medium- and long-term components, and emphasizes the interdependence of macroeconomic, social, institutional and structural aspects of development. It provides for stronger partnerships, for example in the form of joint research studies on development-related issues and alignment of projects and programmes so as to prevent duplication and unnecessary competition among stakeholders and donor agencies.

The CDF approach now also informs the development of Poverty Reduction Strategy Papers (PRSPs) under the Heavily Indebted Poor Countries (HIPC) initiative. However, some commentators note that the CDF and the PRSPs display certain glaring inadequacies, especially in regard to their lack of a strong focus on employment-related issues.

1.3.2. Sustainable human development

There is now general agreement that countries should strive for the attainment of sustainable human development (SHD), a concept that has been increasingly advocated by the United Nations Development Programme (UNDP). The SHD approach recognizes the need to focus on multiple indicators of development encompassing economic, social, human, cultural and environmental aspects, so that issues of distribution and equity are explicitly taken into account. The major achievements of the SHD approach have

been to draw attention to social and human issues and the need for inclusive development; to highlight the deficit in human development through the UNDP's global, national and regional Human Development Reports; to focus on environmental issues; and to call for holistic and integrated strategies that encompass macroeconomic, structural, institutional and sectoral economic and social policies in order to promote an inclusive growth path that is sustainable in both human and environmental terms.

Through the SHD approach UNDP has called for consultative and participatory governance and coordination of donor activities. It has promoted the preparation of long-term perspective studies in a number of countries to encourage long-term planning.

1.3.3. Sustainable livelihoods

The concept of sustainable livelihoods (SL) has also become current in development discourse. It complements the CDF and SHD approaches by focusing on livelihoods, defined as the assets, activities and entitlements people use in order to make a living. Assets in this context include human, social and political, natural and physical assets. Sustainable livelihoods are those that are able to cope with shocks; ecologically sound; economically efficient; and socially equitable. The SL approach analyses people's assets and coping strategies, as well as the policy and economic environment that influences them, in order to implement development that builds on the strengths of the poor and reflects their priorities.

1.4. ILO priorities in Africa

During the 26th Session of the Labour and Social Affairs Commission of the African Union (April 2003, Mauritius), five priority areas were identified as the framework for the ILO decent work programme in Africa. These priorities largely reflect those which formed the basis for the preparation of the ILO Programme and Budget proposals for 2004-05 for the African region, which were discussed by the Governing Body of the International Labour Office in March 2003, and by the International Labour Conference in June 2003. The priorities are outlined in the following sections.

1.4.1. Social dialogue and economic and social policies

Democratic stability and good governance are essential to economic growth and social development. Employers' and workers' organizations are critical to more effective policies, particularly to combat poverty. Social dialogue and strong tripartite institutions and practices can ensure greater coherence between economic and social policies. The capacity of governments and employers' and workers' organizations to engage in dialogue and negotiate policies is critical for enhancing productive employment opportunities, extending social protection and focusing on poverty reduction.

Achieving and maintaining peace, and establishing stable conditions for social dialogue constitute essential preconditions for reducing the decent work deficit and accelerated human development in Africa. Fortunately, although civil wars and cross-border conflicts persist, the number of countries in a post-conflict situation or on the threshold of establishing peace has increased. Sudan, Sierra Leone and Guinea-Bissau have made great progress towards re-establishing domestic peace, raising problems of post-conflict reconstruction and development. The challenges of post-conflict development are formidable, yet unavoidable if the continent is to achieve sustainable economic and political stability.

In some countries, workers' organizations may lack the capacity to collect and process information in a way that would facilitate their participation in the formulation, implementation and monitoring of policies. In addition, their ability to enter into any form of negotiation with the government or indeed with any other party might be impaired. On the other hand, employers' organizations face the challenge of responding rapidly to the changing needs of their clients. In order for them to be able to do so, they need supportive, transparent and accountable partners for effective social dialogue at the national level. Social dialogue in principle requires participation and freedom of association, and is therefore an end in itself in democratic societies. It is also a means of ensuring conflict resolution, social equity and peace. The challenge is to create an environment based on democratic principles and one that encourages individual initiatives and self-help, and guarantees respect for human rights, including fundamental freedoms and rights at work.

1.4.2. Post-crisis reconstruction

Poverty and underemployment generate multiple tensions that can erupt into open conflict. In turn, conflicts further set back economic and social conditions. In addition to conflicts, natural disasters such as recurrent droughts and floods have predominantly affected poor communities in several parts of Africa. Conflict and crises have displaced large numbers of women and children, internally and across borders. Conflict prevention, measures to mitigate the consequences of natural disasters and a greater focus on employment and income in post-crisis reconstruction represent a major part of the effort to combat poverty in Africa.

Crisis encompass disasters and other events where the functioning of a society is seriously disrupted, causing widespread human, material or environmental losses that exceed the ability of the affected society to cope using its own resources. In these situations, unusual activities or external intervention are required to support their ability to cope. Vulnerability to crises is often a result of factors that include poverty, overpopulation, unequal economic opportunities, the absence of social dialogue, and lack of resources and basic services. A substantial number of ILO member States in Africa are faced with some sort of crisis – armed conflicts, natural disasters, economic crisis, HIV/AIDS or any combination of these.

Unlike armed conflict, natural disasters are often cyclical. However, in combination with other types of crises, they can turn into major catastrophes, as seen in the cases of southern Africa and the Horn, where an estimated 33 million people were threatened with famine due to natural disasters exacerbated by structural dependencies and socio-economic and political factors. Owing to their cyclical nature, natural disasters are more predictable and, with sufficient political commitment and international support, responses can be prepared to reduce the vulnerability of the population to hunger and poverty.

The crisis situation in Africa poses a serious threat to the objective of attaining decent work. One of the ILO's main objectives is to assist constituents – member States and workers' and employers' organizations – in becoming better equipped to cope with such situations in a comprehensive, timely and effective manner. This can be achieved, inter alia, through improved design and implementation of programmes for the promotion of employment opportunities, as well as through social dialogue, social protection and the observance of fundamental rights and principles at work, supplemented with other measures appropriate to local needs. Realizing that women are very often more heavily affected by crisis situations than men, the ILO pays special attention to the complex gender concerns that arise in

crisis situations. The intricate links between relief, recovery, reconstruction and development are also given special attention.

1.4.3. Regional integration

Greater political, economic and social integration in Africa is critical to its development efforts. Of late, new initiatives have accelerated regional integration. The African Union was launched in July 2002. NEPAD, to which the June 2002 G8 meeting pledged full support, is providing new impetus to development efforts of the continent. The ILO is requested to articulate the linkages between employment policy and poverty reduction as a basis for developing new proposals. Shared approaches to the labour and social dimensions of regional integration will be an important contribution to development efforts in Africa.

African countries have embarked on several integration plans, virtually all of which attempted to address the problems perceived to be retarding growth. These were associated with several key elements in the structure of African economies, including their small size, the fact that many countries are landlocked and need to cooperate with their coastal neighbours, and the relatively poor state of infrastructure services (especially transportation and communication). One of the most striking components of continental integration is that of human resources. There are dozens of millions of migrant workers in Africa. The need for the benefits of regional integration has generated cooperative arrangements targeting economic integration.

The importance of economic integration on the African development policy agenda is reflected in the numerous structures which have been established over the past four decades. These include: in North Africa, the Arab Maghreb Union (AMU); in West Africa, the Economic Community of West African States (ECOWAS), the West African Economic and Monetary Union (UEMOA) and the Mano River Union (MRU); in Central Africa, the Central Africa Economic and Monetary Community (CAEMC), the Economic Community of Central African States (ECCAS) and the Economic Community of the Great Lakes Countries (CEPGL); in East Africa, the East African Community (EAC); in southern Africa, the Southern African Development Community (SADC); and in East and southern Africa, the Preferential Trade Area for Eastern and Southern African States (PTA), which has been succeeded by the Common Market for Eastern and Southern Africa (COMESA).

The EAC, comprised of Kenya, the United Republic of Tanzania and Uganda, formally came into being in July 2000. The COMESA Free Trade Area was formally launched in October 2000. In West Africa, ECOWAS has taken important initiatives, reaching agreement on the need to create a regional court, parliament, and joint projects in aviation, transport, energy and infrastructures. An overwhelming majority of African countries signed the ACP-EU Partnership Agreement (Cotonou Agreement), the successor to the Lomé Convention that has framed the partnership between the 71 African, Caribbean and Pacific (ACP) countries and the 15 Member States of the European Union (EU) for the last 25 years. Signed in June 2000, the new Partnership Agreement reinforces the political basis for cooperation.

It is now generally accepted that regional and subregional integration groupings provide potential opportunities for addressing the various political, economic and social challenges confronting the continent in the era of globalization. The spirited attempts to enhance socio-economic integration, through the African regional and subregional economic communities and NEPAD, are important steps to better position Africa within the globalized economy.

1.4.4. Poverty reduction

Low economic growth, conflicts, internal strife and political instability have combined to hamper any significant reduction in poverty in Africa over the last decade, in spite of significant achievements in a few countries. GDP per capita growth has been negative over the 1990s in sub-Saharan Africa, although performance improved significantly in 2000-01 in over 30 countries. The share of the population living on less than US\$1 a day fell marginally to just over 46 per cent in 1998, but increased in absolute terms. There is a marked gender bias in the incidence of poverty, with women and girls bearing a disproportionate burden. Many countries face situations of generalized poverty, particularly the least developed countries. Primary commodities account for over 80 per cent of exports, with declining terms of trade. Poverty is more pronounced in rural areas; indeed, it is non-farm activities, particularly small enterprises, that offer the best prospects for higher incomes. The large majority of Africa's labour force has little real option but to work in informal activities without effective legal protection. The lack of productive employment is particularly dramatic for youth. Economic growth and productive employment in conditions of decent work are two interlinked priorities for Africa.

The need for poverty reduction as a priority issue was recognized by Heads of State and Government at the World Summit for Social Development (Copenhagen, March 1995), at the Millennium Summit of the United Nations (September 2000) and again at the World Summit on Sustainable Development (WSSD) in Johannesburg in 2002, as well as at NEPAD meetings. The Director-General's Report to the Ninth African Regional Meeting reaffirmed that "The primary objective of the ILO in Africa is to promote opportunities for women and men to obtain decent and productive work, in conditions of freedom, equity, security and human dignity."

Africa has lagged behind other continents of the world in terms of social indicators such as life expectancy, infant and maternal mortality rates, school enrolment rates and adult literacy rates, as well as accessibility to potable water and health services.

Thus, a major challenge for leaders and policy-makers in Africa and their development partners is the persistence of poverty at a high level. A World Bank definition of poverty states that:

Poverty is hunger. Poverty is lack of shelter. Poverty is being sick and not being able to see a doctor. Poverty is not being able to go to school and not knowing how to read. Poverty is not having a job, is fear for the future, living one day at a time. Poverty is losing a child to illness brought about by unclean water. Poverty is powerlessness, lack of representation and freedom.¹

Gender and poverty

In Africa, as in other parts of the developing world, women and their dependants constitute the majority of the poor. The Copenhagen Declaration of the World Summit for Social Development recognized this fact when it stated: "More women than men live in absolute poverty, and the imbalance continues to grow, with serious consequences for women and their children."

Poverty tends to follow the developmental cycle of the family and eases when children have attained adult status and can obtain some form of gainful employment. Child labour is often a result of the poverty perpetuated by reproduction. Situations that generate child labour also tend to perpetuate the

¹ World Bank web site, at <http://www.worldbank.org/poverty/mission/up1.htm>

cycle of poverty because there is no possibility of building human capital either in the form of good health or higher levels of education. The majority of African women's labour force participation is in the agricultural and urban informal sectors, which are characterized by low returns to labour, low wages and substandard working conditions. In sub-Saharan Africa more than 80 per cent of working women are to be found in the agricultural sector.

In most of Africa, few women participate in formal employment. Most women are self-employed in either the primary productive sector or in the informal sector. These are the sectors with the greatest incidences of poverty in Africa. Women on the continent have the lowest levels of participation in the formal sector of any region in the world. Across Africa as a whole, and in contrast to every other region of the globe, women's labour force participation decreased between 1970 and 1990 and over recent decades has just struggled back to the 1970 levels. As in much of the rest of the world, the women employed in the formal sector in Africa are under-represented in management posts, owing to a number of structural, historical and cultural factors, including inadequate access to skill training and formal education, discriminatory practices and sexual stereotyping of professions. African women have the lowest percentage share of enrolments in third-level educational institutions of any region in the world.

Although the world economy is in the process of constant transformation, little has changed in terms of the nature of African women's participation in the labour force. Despite increasing opportunities within the global economy, only a relatively small percentage of women in Africa have been able to take advantage of them.

1.4.5. HIV/AIDS prevention at the workplace

The ravages of HIV/AIDS on all aspects of African development and its prospects have been well documented by the United Nations system. Accordingly, the Millennium Development Goals have given priority to combating HIV/AIDS, as do nearly all PRSPs in Africa. Within the ILO, the fight against HIV/AIDS in Africa is a priority area of the ILO/AIDS programme. This is justified, since Africa, with about 10 per cent of the world's population, accounts for about 73 per cent of all HIV/AIDS cases, now totalling about 42 million worldwide.² An ILO/AIDS working paper on the labour market implications of HIV/AIDS graphically illustrates the damage inflicted by the pandemic on African human capital.³

The HIV/AIDS epidemic has a profound impact on growth, income and poverty. It is estimated that annual per capita growth in half the countries of sub-Saharan Africa is falling by 0.5-1.2 per cent as a direct result of the virus. By 2010, per capita GDP in some of the hardest-hit countries may drop by 8 per cent and per capita consumption may fall even further. Calculations show that heavily affected countries could lose more than 20 per cent of GDP by 2020. Enterprises of all types face higher costs in training, insurance, benefits, absenteeism and illness. A survey of 15 firms in Ethiopia has shown that, over a five-year period, 53 per cent of all illnesses among staff were AIDS-related.

The economic impact of the epidemic can easily be demonstrated at the household level. Infection of a household member means loss of the income of the person infected, an increase in medical expenses, and the diversion of

² UNAIDS/WHO: *Aids epidemic update* (Geneva, Dec. 2002).

³ F. Lisk: *Labour market and employment implications of HIV/AIDS*, ILO Programme on HIV/AIDS and the World of Work Working Paper No. 1 (Geneva, ILO, 2002).

other household members from work and school attendance to caring for the patient. Families often remove girls from school to care for sick relatives or assume other family responsibilities, jeopardizing the girls' education and future prospects.

Government spending on care of people infected with HIV/AIDS accounts for an increasing proportion of budgets, crowding out other health and social development expenditure. In sub-Saharan Africa, the economic hardships of the past two decades have left three-quarters of the continent's people surviving on less than US\$2 a day. The epidemic is deepening their plight. Typically, this impoverished majority has limited access to social and health services, especially in countries where public services have been cut back and where privatized services are unaffordable.

2. ILO activities to promote decent work in Africa

2.1. Introduction

This chapter reviews ILO activities during the period 2000-03 which were implemented to promote decent work in Africa. Although many of these activities were of relatively short duration, an effort will be made wherever possible to highlight achievements and major lessons learnt, and to point the way forward.

Major ILO programmes, projects and activities were implemented under each of the four strategic objectives. However, it should be borne in mind that these strategic objectives form an integrated whole, that the main emphasis during the reporting period has been on elaborating and operationalizing the interconnections between all of them, and that the ILO's activities should be seen in the regional development context outlined above in Chapter 1. Depending on national circumstances, priority may have been given to one or the other aspect of the Decent Work Agenda but, in all cases, the interaction between the four strategic objectives is key to sustainable development and reducing the decent work deficit in Africa.

2.2. Strategic Objective No. 1:

Promote and realize standards and fundamental principles and rights at work

2.2.1. Standards and fundamental principles and rights at work

Although globalization is a factor of economic growth, and economic growth is a prerequisite for social progress, the fact remains that it is not in itself enough to guarantee that progress. It must be accompanied by a certain number of social ground rules founded on common values to enable all those involved to claim their fair share of the wealth they have helped to generate.

The ILO Declaration on Fundamental Principles and Rights at Work¹ is intended to reconcile the desire to stimulate national efforts to ensure that social progress goes hand in hand with economic progress and the need to respect the diversity of circumstances, possibilities and preferences of individual countries. The Declaration is a renewed solemn political commitment by the ILO and its member States to respect, promote and realize the following principles and rights:

- freedom of association and the effective recognition of the right to organize and collective bargaining;
- the elimination of all forms of forced or compulsory labour;
- the effective abolition of child labour; and
- the elimination of discrimination in respect of employment and occupation.

These principles and rights at work derive from the ILO Constitution and have been expressed and developed in the eight ILO Conventions deemed fundamental by the international community and the International Labour Organization:

- the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98);
- the Forced Labour Convention, 1930 (No. 29), and the Abolition of Forced Labour Convention, 1957 (No. 105);
- the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182);
- the Equal Remuneration Convention, 1951 (No. 100), and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111).

In some countries, the ILO Declaration has been translated into local languages. Country programme proposals have been developed for Eritrea, Kenya, Madagascar, Nigeria, the United Republic of Tanzania and Uganda. Training activities on the Declaration and awareness-raising seminars for tripartite constituents were also organized in North, West and Central Africa. Support was provided to directors of labour administration and workers' and employers' organizations (for example, in Cape Verde, Gambia, Liberia, Mali and Sierra Leone) to strengthen their capacities in this domain.

Positive results were also obtained through information and sensitization campaigns on the fundamental Conventions, organized in all African subregions by ILO regular programmes, and by a significant increase in technical cooperation. Programmes in support of the implementation of the Declaration were launched in six West African countries. There has been increased assistance in the preparation of national plans, and research to identify problems in applying the Declaration as a route to sustainable development in Africa.

Through its InFocus Programme on Promoting the Declaration (DECLARATION), with financial support from the United States Department of Labor (USDOL), the ILO launched a project in 2001 entitled "Strengthening of labour relations in East Africa" (SLAREA) covering Kenya, the United Republic of Tanzania and Uganda, which seeks to promote the principles enshrined in the Declaration through training workshops and sensitization campaigns, and through support to bringing the legal framework into conformity with ILO Conventions on freedom of association, collective

¹ For further information on the Declaration, see <http://www.ilo.org/public/english/standards/decl/index.htm>.

bargaining, and other fundamental principles, as well as strengthening the capacity of the tripartite partners for improved labour relations based on existing and reformed labour laws. A similar ILO/USDOL project, the Nigeria Declaration Project (NIDEC), was launched in 2001, while another ILO/USDOL project for southern Africa, based in Lusaka, was started in 2002 to cover Botswana, Lesotho, Malawi and Zambia. Another similar ILO/USDOL Declaration project became operational in Morocco in 2003. An earlier ILO/Swiss project launched in 1995 continued to implement similar activities in Botswana, Lesotho, Namibia, South Africa and Swaziland.

To promote the application of the principles and rights on non-discrimination and equality, the International Labour Standards Department, in cooperation with the SLAREA project, provided training for over 60 labour court judges and constituents in seven English-speaking countries (Eritrea, Ethiopia, Ghana, Kenya, Nigeria, the United Republic of Tanzania and Uganda). To prepare the way for ratification and application of the fundamental Conventions on equality, a strategy workshop was held for Kenya, the United Republic of Tanzania and Uganda.

In Niger, the Special Action Programme to Combat Forced Labour (SAP FL) carried out an in-depth study of forced labour, to follow up on the National Forum held in late 2001, jointly by the Association of Traditional Chiefs of Niger (ACTN), the ILO and the United Nations Children's Fund (UNICEF); it was validated at a tripartite workshop, also involving other key stakeholders, in Niamey in December 2002. The study provided useful insights into the various manifestations of forced labour, in particular those associated with surviving forms of traditional slavery, and forced labour affecting children. It also drew up a plan of action to tackle the problems. Plans to carry out initial awareness raising with the ACTN and its members, and through radio campaigns, are currently being finalized. In West Africa, studies are under way in Burkina Faso, Guinea and Mali to investigate the possible prevalence and nature of different forms of forced labour, including those linked with abuse of traditional practices, and to plan future action.

Normative action is an indispensable tool to make decent work a reality. It helps to clarify the meaning of decent work, as well as putting the Decent Work Agenda into practice. African member States are increasingly recognizing that ratification of fundamental Conventions has to be followed up by application in practice, monitored by a supervisory body. However, scarce financial and human resources in the region are hampering effective implementation of the Conventions. The ILO is using its unique tripartite approach to try and address these challenges by focusing on the development of skills and increasing the knowledge level of its constituents. The priority aims are ratification and implementation of core Conventions and, more generally, other ILO Conventions that help create a decent work framework.

There has been increased recognition of the relationship between socio-economic development and fundamental principles and rights at work, as demonstrated by the explicit integration of fundamental principles and rights at work into national and sectoral development plans, and the preparation of action plans to give effect to them.

As a result of the ILO sensitization campaigns conducted during the period 2000-03, there has been a substantial increase in the number of ratifications of ILO fundamental Conventions during this period compared to 1999 (figure 2.1). As table 2.1 shows, the vast majority of African countries have ratified nearly all the core Conventions. The few countries that have not done so are taking steps towards ratification. What is more, many of the

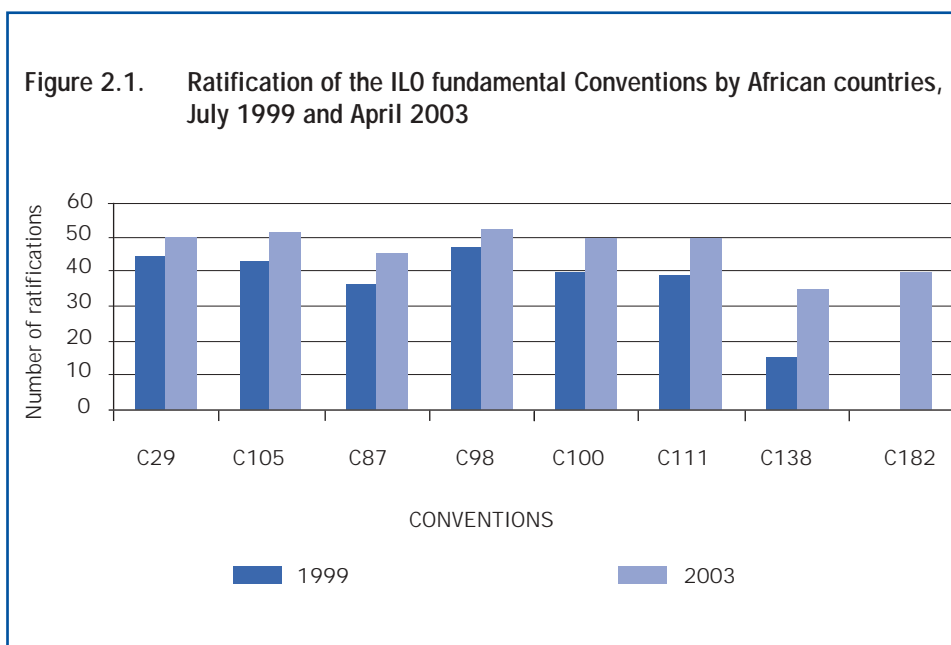
Table 2.1. Ratification of the ILO fundamental Conventions by African countries, April 2003

Country	C.29	C.105	C.87	C.98	C.100	C.111	C.138	C.182
Algeria	X	X	X	X	X	X	X	X
Angola	X	X	X	X	X	X	X	X
Benin	X	X	X	X	X	X	X	X
Botswana	X	X	X	X	X	X	X	X
Burkina Faso	X	X	X	X	X	X	X	X
Burundi	X	X	X	X	X	X	X	X
Cameroon	X	X	X	X	X	X	X	X
Cape Verde	X	X	X	X	X	X	0	X
Comoros	X	X	X	X	X	0	0	0
Central African Republic	X	X	X	X	X	X	X	X
Chad	X	X	X	X	X	X	0	X
Congo	X	X	X	X	X	X	X	X
Côte d'Ivoire	X	X	X	X	X	X	0	X
Democratic Republic of the Congo	X	X	X	X	X	X	X	X
Djibouti	X	X	X	X	X	0	0	0
Egypt	X	X	X	X	X	X	X	X
Equatorial Guinea	X	X	X	X	X	X	X	X
Eritrea	X	X	X	X	X	X	X	0
Ethiopia	0	X	X	X	X	X	X	0
Gabon	X	X	X	X	X	X	0	X
Gambia	X	X	X	X	X	X	X	X
Ghana	X	X	X	X	X	X	0	X
Guinea	X	X	X	X	X	X	0	0
Guinea-Bissau	X	X	0	X	X	X	0	0
Kenya	X	X	0	X	X	X	X	X
Lesotho	X	X	X	X	X	X	0	X
Liberia	X	X	X	X	0	X	0	0
Libyan Arab Jamahiriya	X	X	X	X	X	X	X	X
Madagascar	X	0	X	X	X	X	X	X
Malawi	X	X	X	X	X	X	0	X
Mali	X	X	X	X	X	X	X	X
Mauritania	X	X	X	X	X	X	X	X
Mauritius	X	X	0	X	X	X	X	X
Morocco	X	X	0	X	X	X	X	X
Mozambique	0	X	X	X	X	X	0	0
Namibia	X	X	X	X	0	X	X	X
Niger	X	X	X	X	X	X	X	X
Nigeria	X	X	X	X	X	X	X	X
Rwanda	X	X	X	X	X	X	X	X
Sao Tome and Principe	0	0	X	X	X	X	0	0
Senegal	X	X	X	X	X	X	X	X
Seychelles	X	X	X	X	X	X	X	X
Sierra Leone	X	X	X	X	X	X	0	0
Somalia	X	X	0	0	0	X	0	0
South Africa	X	X	X	X	X	X	X	X
Sudan	X	X	0	X	X	X	0	0
Swaziland	X	X	X	X	X	X	X	X
United Republic of Tanzania	X	X	X	X	X	X	X	X
Togo	X	X	X	X	X	X	X	X
Tunisia	X	X	X	X	X	X	X	X
Uganda	X	X	0	X	0	0	0	0
Zambia	X	X	X	X	X	X	X	X
Zimbabwe	X	X	0	X	X	X	X	X
Total	50	51	45	52	49	50	35	40

Key: X = Ratified.

0 = Non-ratified.

Source: ILO.



countries that have ratified the fundamental Conventions have been carrying out reforms to bring their labour laws into conformity with the fundamental principles and rights at work and ratified standards.

The commitment of African constituents to fundamental principles and labour standards is strengthening the current law reform process, based on respect for human rights and the rule of law – components of good governance – which have been incorporated in the PRSPs of most countries.

2.2.2. Combating child labour

The ILO estimates that there are 350 million children engaged in economic activity worldwide, of whom over 240 million (i.e. one in six) aged 5 to 17 are involved in child labour, including 180 million who are in the worst forms – some 170 million in hazardous work and 8 million in the unconditional worst forms of child labour listed in Convention No. 182. Within this global scenario, Africa is of particular concern because, while Asia has the highest absolute numbers of working children (aged 5 to 14 years) – 60 per cent of the total, Africa has the highest rate or intensity: 29 per cent as compared to 19 per cent for Asia. Africa also has the second highest absolute number of child workers: 48 million, or 23 per cent of the world's working children.

While there are still gaps in information on the magnitude and nature of the problem in Africa, numerous worst forms of child labour have been documented to some extent. Among these are trafficked children, child soldiers and children in hazardous agriculture. The ILO InFocus Programme on Child Labour (IPEC) has been active in Africa since its inception in 1992, when Kenya became one of the first six countries to participate in the programme. To date, 16 African countries have signed a Memorandum of Understanding (MOU) on child labour with the ILO and have introduced IPEC programmes, while another 12 countries have implemented some IPEC activities.

In recent years, IPEC has increased its resources – technical and financial – in Africa. The 2003 allocation for ongoing projects in Africa is over US\$20 million.

IPEC programme countries in Africa

Participating countries (countries that have signed an MOU)	Associated countries
Benin, Burkina Faso, Egypt, Ghana, Kenya, Madagascar, Mali, Morocco, Niger, Nigeria, Senegal, South Africa, United Republic of Tanzania, Togo, Uganda, Zambia	Burundi, Cameroon, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Ethiopia, Gabon, Malawi, Namibia, Rwanda, Zimbabwe, and (to start shortly) Guinea

As in other regions, IPEC's strategy for the progressive and sustained elimination of child labour in Africa continued to focus on capacity building and strengthening the Africa-wide movement, giving priority to the urgent elimination of its worst forms, and the provision of alternatives for children and their families.

Efforts continued to encourage universal ratification of Convention No. 182 and further ratification of Convention No. 138. IPEC will also continue to assist member States to fulfil their obligations under these Conventions. As of the end of May 2003, 42 of the 53 ILO African member States have ratified Convention No. 182 and 40 have ratified Convention No. 138. Workers' and employers' organizations also participate in IPEC programmes.

More specifically, ILO support to countries focuses on:

- the formulation, promotion, enforcement and monitoring of relevant national legal frameworks;
- the collection and analysis of data on the worst forms of child labour and the development of credible and comprehensive child labour monitoring and reporting; and
- the development and implementation of comprehensive time-bound policy and programme frameworks to address child labour issues, with the focus on the worst forms of child labour.

In 2001, the United Republic of Tanzania became one of the first three countries (with El Salvador and Nepal) to launch a Time-Bound Programme (TBP). To ensure success, the development of a TBP requires the highest political commitment from national governments and the mobilization of all stakeholders. A project on supporting the time-bound programme in the United Republic of Tanzania is now under implementation. The project aims to contribute towards the formulation and promotion of a strategic programme framework on the worst forms of child labour and relevant national policies, and to strengthen national capacity that will create an enabling environment for the elimination of the worst forms of child labour. It also provides for interventions targeting highly vulnerable groups at the district level, focusing particularly on prostitution, mining, domestic work and commercial agriculture. The project is making efforts to mobilize additional resources to scale up interventions. In 2002-03, preparatory work was initiated for TBPs in South Africa and Senegal, for which IPEC has obtained donor commitment.

Considering the strengthening of institutional capacity as a critical factor in the elimination of child labour, IPEC started a subregional project on building the foundations for eliminating the worst forms of child labour in Anglophone Africa in early 2003. The project is aimed at national-level interventions in Ghana, Kenya, Nigeria, Uganda and Zambia. Subregional activities will also cover other countries that may benefit and/or may contribute substantially to the exchange of experience. Tentatively, these may include Ethiopia, Malawi, South Africa and the United Republic of Tanzania.

It is estimated that 120,000 children between 7 and 18 years of age are currently participating in armed conflict across Africa. In collaboration with the ILO InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS), IPEC has launched a major subregional programme entitled "Prevention and reintegration of children involved in armed conflicts in Central Africa". The countries participating in the project are: Burundi, Congo, the Democratic Republic of the Congo and Rwanda. The programme will be implemented in two phases. The first phase is to identify a strategy for concerted action through a situation analysis and appraisal of existing responses. National studies are available for Burundi, Congo and the Democratic Republic of the Congo. The second phase will consist of implementing a comprehensive programme for the prevention and reintegration of children involved in armed conflict. The programme will target not only armed combatants but also children used as porters, messengers or spies. Special attention will be paid to girls, who are extremely vulnerable: they are kidnapped and used as "wives" and can also end up on the front lines. These children suffer high levels of physical, social and psychological abuse. They are often orphans or their family ties have been destroyed; they commit atrocities in their home villages as part of their "training".

The IPEC subregional project on combating the trafficking in children for labour exploitation in West and Central Africa covers Benin, Burkina Faso, Cameroon, Côte d'Ivoire, Gabon, Ghana, Mali, Nigeria and Togo. Niger's participation in the project is currently under preparation. The first phase consisted of research and developing strategies for action at the national and regional levels. At the international level, the signing of bilateral and multilateral agreements is being pursued. The second phase was launched in June 2001 and aims to: create an enabling legal environment and strengthen national capacities; prevent trafficking and rehabilitate trafficked children through direct action programmes; increase the knowledge on child trafficking and strengthen the networks of child labour advocates; and develop a model for bilateral coordination and mechanisms for the prevention of trafficking, withdrawal from labour exploitation and reintegration.

A project on targeting the worst forms of child labour in commercial agriculture in Kenya, Malawi, the United Republic of Tanzania, Uganda and Zambia is aimed at strengthening the capacity of governments, non-governmental organizations (NGOs), including employers' and workers' organizations, as well as communities at the local level, to identify and eliminate hazardous child labour. The project is also preventing children from engaging in child labour, and withdrawing children and rehabilitating them through education and training, while their families are being provided with alternatives to reliance on child labour. Types of agricultural products covered by the project include coffee, horticultural produce, sugar, tea and tobacco.

A project entitled "West Africa cocoa/commercial agriculture programme to combat hazardous and exploitative child labour" covers Cameroon, Côte d'Ivoire, Ghana, Guinea and Nigeria. Started in January 2003, this is a subregional project to combat hazardous child labour in the cocoa and other agricultural subsectors and prevent the trafficking of children for labour exploitation. Activities will be implemented to: mobilize the participation and strengthen the capacity of various social partners; carry out intensive awareness-raising campaigns; demonstrate a comprehensive package of social protection measures including counselling, education and training; establish a credible and cost-effective child labour monitoring system; and enhance the knowledge base and disseminate information, including experiences and lessons learned. At the subregional level, consultative and coordination meetings will be organized.

As a preliminary response to the impact of HIV/AIDS on working children and the child labour situation, IPEC carried out studies in South Africa, the United Republic of Tanzania and Zambia in 2002, as well as rapid assessment surveys on the impact of HIV/AIDS on child labour in these countries and Zimbabwe. These provide useful information and identify the need for a multidimensional approach to address the problem. Rapid assessments and research have been carried out in connection with most projects, particularly the sectoral ones. As a result, reports of assessments are available for commercial agriculture in Kenya, Malawi, United Republic of Tanzania, Uganda and Zambia. Child labour rapid assessment surveys were carried out in the cocoa sector in Côte d'Ivoire; commercial agriculture and the fishing sector in Senegal; commercial agriculture, domestic work, mining and sexual exploitation in the United Republic of Tanzania; sexual exploitation in Madagascar; and child domestic work in Ethiopia and South Africa.

The ILO's Statistical Information and Monitoring Programme on Child Labour (SIMPOC) has been making a strong effort to improve access to information on data collection. Manuals and training materials are produced with a view to providing detailed guidelines to institutions interested in collecting information on child labour. SIMPOC surveys have been carried out in numerous countries including Burkina Faso, Côte d'Ivoire, Ethiopia, Ghana, Kenya, Malawi, Mali, Namibia, Nigeria, Senegal, South Africa, United Republic of Tanzania, Uganda, Zambia and Zimbabwe.

Through its Development Policy Network (DPNet) initiative, IPEC is developing a more systematic approach to mainstreaming child labour in the PRSPs and other national development and poverty reduction programmes. DPNet supports the networking of policy research institutions, government agencies and other IPEC partners.

The "Red card to child labour" campaign reached millions of football fans in Africa during the African Cup of Nations in 2002. In partnership with the African Football Confederation and the organizers of the African Cup of Nations, IPEC launched the campaign to raise awareness on child labour. The simple message disseminated through a variety of media, two international airlines and the football matches themselves reached millions of people in Africa and beyond. Related activities were carried out in 21 African nations, and the national media in several countries widely publicized the campaign. It is estimated that 12 million people received the message in Kenya and 5 million in Zambia alone. In view of its great success, extensions of the campaign have been developed.

2.3. Strategic Objective No. 2:

Create greater opportunities for women and men to secure decent employment and income

2.3.1. Employment policy support

In the context of the current strategic rethinking of the future of the African continent's place in the world economy, the 37th Ordinary Session of the Assembly of Heads of State and Government of the OAU adopted the New African Initiative – which later became the New Partnership for Africa's Development (NEPAD) – in Lusaka, Zambia, in July 2001. The summit also decided to organize a Ministerial Conference on Employment and Poverty Reduction in Africa and to schedule it concurrently with the 25th Ordinary Session of the OAU Labour and Social Affairs Commission.

The OAU Secretary-General was requested to organize the meeting in collaboration with the ILO and other development partners.

The 25th Ordinary Session of the OAU Labour and Social Affairs Commission/Ministerial Conference on Employment and Poverty Reduction in Africa was held in Ouagadougou, Burkina Faso, in April 2002. The Conference discussed a draft declaration and action plan on employment and poverty.

The recommendations of the Conference were endorsed in July 2002 in Durban, South Africa, by the 38th Ordinary Session of the Assembly of Heads of State and Government of the OAU, which further acknowledged the multifarious human, social and economic problems hindering sustainable development in the African continent, and requested that the social dimension be adequately addressed in the NEPAD programme.

The ILO's main contribution to African poverty reduction has been the implementation of activities under the strategic objective on employment. It is generally accepted that the most effective and sustainable means of poverty reduction is the creation of productive and decent employment. Accordingly, during the period 2000-03 the ILO has implemented a wide variety of activities related to employment generation, covering nearly all African countries (table 2.2).

2.3.2. *The Jobs for Africa Programme*

As a follow-up to the World Summit for Social Development in Copenhagen in March 1995, the ILO, together with UNDP, developed the Jobs for Africa (JFA) Programme as an alternative coherent development strategy with the explicit objective of maximizing the employment content of growth and ensuring that poor people have access to productive employment opportunities.

The objectives of the JFA Programme were accordingly the following:

- to provide an alternative policy framework for employment-intensive growth; and
- to design a programme of action for job creation aimed at poverty reduction.

The implementation of the Programme reached a culminating point in December 2002, as the first phase was brought to an end, with positive concrete results in a number of countries. Together with other ILO activities in the field, the JFA experience has shown that a "one-size-fits-all" approach to poverty reduction is not sustainable in all countries. An assessment of the country's policy environment, institutional structures and participatory processes is a necessary prerequisite for effective intervention. Three potential scenarios are described below.

(i) Countries with pro-poor policies and strong institutional structures and processes for participatory consultation: There is evidence to suggest that where pro-poor policies are already in place, the task of ensuring that multi-level and integrated policies form the basis for macroeconomic policy is less difficult and tends to lead to poverty reduction outcomes. Moreover, where strong institutions for participatory consultation are mature, and economic and social policy-making involves all the stakeholders and actors, the policy outcomes of such arrangements are recognized as legitimate and are supported.

(ii) Countries with pro-poor policies but weak institutional structures and processes for participatory consultation: In countries where pro-poor policies have been developed but institutional structures and processes for

Table 2.2. Major programmes/projects and activities related to employment promotion

Main programmes/projects	Area of intervention	Geographical coverage
Jobs for Africa (JFA)	Reduce unemployment and poverty	First phase in 17 countries, mainstreamed in all ILO employment-related activities
Advisory Support, Information Services and Training for Employment-Intensive Infrastructure Programmes (ASIST)	Promote labour-intensive technologies	15 countries in East and southern Africa
Start and Improve Your Business (SIYB/GERME)	Promote small enterprise creation (English- and French-speaking countries)	Benin, Burkina Faso, Côte d'Ivoire, Egypt, Malawi, Mali, Mozambique, Niger, Senegal, Sudan, Togo, United Republic of Tanzania, Tunisia, Uganda, Zambia, Zimbabwe
Support programme for mutual benefit societies and savings and credit cooperatives (PA-SMEC)	Promotion of savings and credit associations and other microfinance institutions	Benin, Burkina Faso, Côte d'Ivoire, Mali, Niger, Senegal, Togo
Post-ACOPAM activities (programme on organizational and cooperative support to grass-roots initiatives)	Development of cooperatives and support to national networks of ACOPAM stakeholders	Burkina Faso, Mali, Mauritania, Niger, Senegal
Labour market information (LMI)	Help create viable labour market information systems and develop capacities of stakeholders	Cameroon, Chad, Côte d'Ivoire, Ethiopia, Gabon, Guinea, Mali, Mauritania, Senegal, Sudan, United Republic of Tanzania, Uganda
Skills/human development	<ul style="list-style-type: none"> – help reduce gaps between skills and demand – upgrade traditional apprenticeship systems 	Angola, Egypt, Ethiopia, Gabon, Morocco, Sao Tome and Principe, South Africa, Tunisia, Uganda
Crisis/post-crisis situation	Contribute to reintegration and rehabilitation in countries affected by conflicts and natural disasters	Democratic Republic of the Congo, Lesotho, Mozambique, Sierra Leone, Somalia, Sudan
Employment-intensive Investment Programme (EIIP)	Help develop employment-intensive schemes in rural and urban settings (infrastructure, sanitation, etc.)	Burkina Faso, Cameroon, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Ethiopia, Gabon, Ghana, Guinea, Madagascar, Mali, Mauritania, Rwanda, Senegal
Micro- and small enterprises	<ul style="list-style-type: none"> – help create an enabling environment for the promotion of small enterprises – strengthen the capacities of support services – help upgrade productivity and competitiveness – strengthen existing social finance systems 	Egypt, Ethiopia, Gambia, Guinea, Kenya, Madagascar, Malawi, Mauritania, Mozambique, Senegal, United Republic of Tanzania, Uganda, Zambia, Zimbabwe
Interregional network programme for the development of human resources in cooperatives (COOPNET); Structural reform through improvement of cooperative development policies and legislation (COOPREFORM)	Cooperative development	Burkina Faso, Gambia, Guinea, Mali, Mauritania, Niger, Senegal and others

consultation are weak, the results have been ineffective and lack national consensus and legitimacy.

(iii) Countries with neither pro-poor policies nor institutional structures and processes for participatory consultation: Countries in this group tend to be more vulnerable to social crisis and armed conflict. The poverty crisis has worsened in these countries, which have become largely dependent on external support for their basic needs.

The JFA policy framework was premised on the need for concerted, integrated and well-coordinated efforts to promote investment-led economic

growth in Africa by mobilizing all stakeholders through a participatory and consultative process of policy-making and implementation. The aim was to ensure the formulation of development strategies which more directly addressed the needs of marginalized and excluded groups so as to promote inclusive growth.

As a result of the JFA Programme, the Programme strategy and approach for adopting pro-poor and pro-employment growth policies are increasingly recognized by constituents as an important development framework for Africa. Its advocacy for comprehensive, integrated and coherent policies, capacity building for policy advocacy instead of ad hoc, project-focused, fragmented initiatives is gaining currency, given similar approaches adopted by the PRSP processes. Some of the specific activities undertaken in Africa are given below:

- review of the poverty and employment situation as a basis for formulating national employment and poverty policy;
- mainstreaming employment concerns in national policies and development strategies, mostly with regard to the PRSP process;
- enhancing regional integration as an effective framework for the promotion of coherent and cohesive labour and employment policies, for example through studies on the harmonization of employment policies and labour legislation and support to central banks to set up databases on microfinance institutions and their performance;
- building the ILO knowledge base and facilitating the dissemination of national and international experiences accumulated through its projects and programmes in order to improve the quality of its advisory services to constituents;
- supporting pilot projects to enhance targeting capacity in ILO programmes;
- building the capacity of the social partners to take on an effective advocacy role.

The terminal evaluation report on the Programme² identified a number of weaknesses in its implementation, including insufficient attention to gender issues, problems related to monitoring and evaluation, inadequate capacity building and poor institutionalization of country and stakeholder ownership. Conceptual and design difficulties included lack of consistency in stating objectives, leading to mixed expectations.

As a follow-up to the recommendations of the independent evaluation of the first phase of the JFA programme, the ILO has developed a draft policy and logical framework for the second phase, adopted at the Subregional Tripartite Meeting on a New Vision for Jobs in Africa, held in Addis Ababa on 20-21 February 2003. The Meeting brought together tripartite delegations from Burkina Faso, Cameroon, Egypt, Ethiopia, Ghana, Mali, Morocco, Nigeria, South Africa and the United Republic of Tanzania. The Secretaries-General of the Organisation of African Trade Union Unity (OATUU) and the Pan-African Employers' Confederation (PEC) also participated in the meeting.

² UNDP/ILO: *Jobs for Africa: Poverty-reducing employment strategies for Africa (JFA-PRESA)* – Terminal evaluation report, May-June 2001 (Geneva, ILO, 2002).

Recommendations of the ILO Subregional Tripartite Meeting on a New Vision for Jobs in Africa

Participants agreed that African countries should:

1. adopt a New Vision for Jobs in Africa based on the following strategic framework:
 - promoting proactive development strategies and coherent development frameworks;
 - promoting growth that is employment absorbing and poverty reducing;
 - promoting participatory consultation on national development policy-making;
 - promoting growth that is inclusive;
2. operationalize the New Vision based on the following principles:
 - empowering the State to formulate and implement this Vision;
 - ensure broader participation to sustain the continuity in the implementation of this Vision;
 - employment should become the benchmark for all national development policies;
 - more inclusive development plans.

Based on the above, the delegates made the following recommendations:

- the Employment Creation Agenda should be placed at the highest level of the State. Involvement of the Heads of State and Government is essential to ensure that employment is given priority in development policies;
- a national economic and social development vision is critical for the promotion of the employment agenda;
- creating an enabling political environment for citizens' participation is an effective means of achieving sound development plans;
- the new comprehensive policy framework needed to promote the Employment Creation Agenda necessitates a strong national institutional framework, built on continuity and social dialogue;
- to have inclusive policies, government as well as other stakeholders (workers, employers, civil society, universities and research institutions) should participate in the formulation and implementation of development policies;
- build/strengthen the capacity of workers, employers and other stakeholders to actively and effectively participate in the formulation and implementation of national policies and resource mobilization;
- the New Vision for Jobs in Africa should move the process initiated by the JFA programme forward, based on past experience and the need to mainstream employment in all government policies and programmes.

The delegates committed themselves to promote the New Vision for Jobs in Africa and requested the ILO to:

- work closely with the development partners to promote the Vision and integrate employment as a major objective of their assistance, frameworks and strategies;
- continue its policy research, advisory services, dissemination of results, and technical cooperation and support resource mobilization for employment in Africa.

2.3.3. ILO support for the African Decade of Disabled People

The period 2000-09 was proclaimed the African Decade of Disabled People by the 36th Assembly of Heads of State and Government of the OAU in July 2000. Member States were urged to empower people with disabilities in order to increase their participation in national economic and social development efforts. The United Nations and its specialized agencies were also asked to support the Decade. Accordingly, the ILO's Disability Programme (within the InFocus Programme on Skills, Knowledge and Employability – IFP/SKILLS) included among its 2002-03 biennium activities support for the Decade and its specific objective of alleviating poverty among disabled persons and their families.

In 2002 the Disability Programme, in collaboration with the ILO Office in Addis Ababa and with financial support from the Regional Office for Africa, helped the OAU secretariat and its African Rehabilitation Institute (ARI) to organize a Pan-African Conference on the Decade, which took place from 4 to 7 February 2002 in Addis Ababa. The conference brought together some 65 representatives of governments, disabled persons' organizations, international organizations and NGOs, the OAU and the ARI. The participants adopted a plan of action for the Decade of Disabled People, which was endorsed at the 38th Ordinary Session of the Assembly of Heads of State and Government in July 2002, and includes objectives pertaining to training and employment of persons with disabilities.

To give effect to the plan of action, an African Regional Consultative Conference was held in May 2002 in Johannesburg. The Conference examined how disability concerns can best be included in the NEPAD. At the request of the Government of South Africa, the ILO Regional Office for Africa provided financial support to participants' expenses. The ILO Disability Programme participated in the Conference with a view to identifying specific Decade activities to support within the plan objectives of training, employment and economic empowerment of persons with disabilities.

As a contribution to the Decade and to the discussion about how to address the needs of persons with disabilities within the framework of poverty reduction strategies particularly in African countries, the ILO Disability Programme prepared a discussion paper entitled *Disability and poverty reduction strategies: How to ensure that access of persons with disabilities to decent and productive work is part of the PRSP process*. During the year, workshops were planned to involve ILO subregional and Office directors and specialists in the discussion, and to seek an ILO response at country level.

2.3.4. Promoting youth employment

The provision of decent and productive employment for youth is one of the Millennium Development Goals (MDGs) adopted at the Millennium Summit in 2000. The ILO is playing a lead role in the implementation of this objective.

Egypt, Namibia and Senegal are participating in the Youth Employment Network (see box) in Africa, and many other countries have expressed interest in ILO assistance to their efforts in this field. Senegal has been particularly active, on both the political and operational levels, having initiated the United Nations General Assembly resolution on promoting youth employment,³ which was adopted, with 106 co-sponsors, in December 2002.

³ A/RES/57/165.

The Youth Employment Network

More than 1 billion people today are between 15 and 25 years of age and nearly 40 per cent of the world's population is below the age of 20. Eighty-five per cent of these young people are in developing countries, where many live in extreme poverty. Over 12 per cent of the world's youth live in Africa. The International Labour Office estimates that around 74 million young women and men are unemployed throughout the world, accounting for 41 per cent of the 180 million young people who are classified as unemployed globally. However, many more young people are working long hours for low pay, struggling to eke out a living in the informal economy. Throughout the world, young jobseekers are two to three times more likely than older generations to find themselves unemployed.

In September 2000, the largest gathering ever of Heads of State and Government met at the United Nations in New York for the Millennium Summit. During this Summit, as part of the Millennium Declaration, they resolved to "develop and implement strategies that give young people everywhere a real chance to find decent and productive work".

In preparation for this meeting, the United Nations Secretary-General, Kofi Annan, launched his Youth Employment Network:

Together with the heads of the World Bank and the International Labour Organization, I am convening a high-level policy network on youth employment – drawing on the most creative leaders in private industry, civil society and economic policy to explore imaginative approaches to this difficult challenge. I will ask this policy network to propose a set of recommendations that I can convey to world leaders within a year. The possible sources of solutions will include the Internet and the informal sector, especially the contribution that small enterprises can make to employment generation.

The High-Level Panel of the Youth Employment Network came up with a straightforward political message, which can be summarized in four principles:

- *employability*: invest in education and vocational training for young people, and improve the impact of those investments;
- *equal opportunities*: give young women the same opportunities as young men;
- *entrepreneurship*: make it easier to start and run enterprises to provide more and better jobs for young women and men;
- *employment creation*: place employment creation at the centre of macro-economic policy.

Source: Document GB.286/ESP/5.

Projects are being planned in Senegal which involve youth associations in upgrading and maintaining rural feeder roads, using employment-intensive methods.

During the Governing Body discussions in March 2003, the Youth Employment Network was strongly supported by Government and Worker members, who called for an increase in the ILO's activities in this field, supported by funding out of both regular and extra-budgetary resources.

The ILO's advisory services and technical cooperation activities have a major youth employment dimension: some identify youth as a specific beneficiary, while others recognize youth as an important group within the overall demographic structure. ILO projects and advisory services in a variety of technical fields with specific impact on youth are ongoing or planned in Burundi, Central African Republic, Democratic Republic of the Congo, Egypt, Kenya, Mauritius, Morocco, Namibia, Nigeria, Senegal, Sierra Leone, South Africa, United Republic of Tanzania, Tunisia, Uganda and Zambia.

The ILO provided technical support to a major meeting of eight African countries,⁴ which called for greater integration of youth employment into the PRSPs, and the setting up of public investment and employment units within Ministries of Finance to ensure that the employment impact of investment decisions is optimized, with a specific focus on youth.

2.3.5. Reconstruction and employment-intensive investment

Crisis response

Crises encompass disasters and other events which seriously disrupt the functioning of a society, causing widespread human, material or environmental losses that exceed the country's ability to cope using its own resources. In these situations, extraordinary measures or external intervention are required to support its efforts to cope. Vulnerability to crises is often a result of factors that include poverty, overpopulation, unequal economic opportunities, the absence of social dialogue, and lack of resources and basic services.

A substantial number of ILO member States in Africa are faced with some kind of crisis – armed conflict, natural disasters, economic crisis, HIV/AIDS or any combination of these. It is therefore imperative for the Organization to have suitable mechanisms to assist its constituents in these countries. Accordingly, crisis prevention and response are a priority area of the ILO's work in Africa.

The InFocus Programme on Crisis Response and Reconstruction (IFP/CRISIS) was set up within the ILO's Recovery and Reconstruction Department in 1999, in recognition of the fact that, in many countries, crises due to war, natural disasters, economic collapse or abrupt political change have become part of everyday life, with adverse consequences for employment and economic development. This clearly poses serious threats to decent work and other goals of the ILO. A main objective of IFP/CRISIS is to assist the ILO's constituents in becoming better equipped to cope with such situations in a comprehensive, timely and effective manner. This can be achieved, inter alia, through improved design and implementation of programmes for the promotion of employment opportunities, as well as by pursuing the objectives of social dialogue, social protection and fundamental rights and principles at work, supplemented with other measures corresponding to local needs. Realizing that women are very often more heavily affected by crisis situations than men, IFP/CRISIS pays special attention to the complex gender concerns involved. The intricate links between relief, recovery, reconstruction and development are also subject to special attention.

Research on different aspects of crisis is being undertaken, and a range of relevant tools and operational guides has been developed to assist in the rapid response to crisis. Capacity is being built up within the ILO and outside, and ongoing advocacy and resource mobilization efforts are being made.

Recent studies specifically concerning crises in Africa include the production of working papers on the HIV/AIDS epidemic and other crisis response in sub-Saharan Africa, and on the challenges of armed conflict and

⁴ United Nations Expert Group Meeting on the Integration of Youth Employment into Public Investment Policies and the Framework of the Poverty Reduction Strategy Papers, Ouagadougou, 3-5 Dec. 2002.

natural disasters in Africa. Two case studies on ILO responses in Uganda and Mozambique have also been published as working papers.

A subregional capacity-building workshop on crisis response was organized by the ILO in Kribi, Cameroon, in April 2001, to strengthen the crisis awareness and technical knowledge of ILO staff and devise ways of working together towards the design, planning and implementation of ILO responses to crisis situations. This was followed by a training of trainers workshop on crisis response at the Turin Centre in November 2001. About the same time, and jointly with the ILO's Bureau for Workers' Activities (ACTRAV), IFP/CRISIS sponsored a workshop for trade unions in Sierra Leone.

Technical assistance programmes in Africa have been formulated in several post-crisis situations, at the regional, subregional and country levels. A regional project on child soldiers was started in Burundi, Congo, Democratic Republic of the Congo and Rwanda with United States funding. For the first phase, the project is focused on data collection on the reintegration needs of child soldiers. The ILO is currently formulating the second phase of this project.

In the Greater Great Lakes region, the ILO is actively involved in the World Bank-led Multi-Country Demobilization and Reintegration Program (MDRP) covering Angola and the Democratic Republic of the Congo, among others. Following the end of hostilities in Angola, the ILO is cooperating with the UNDP, the Office for the Coordination of Humanitarian Affairs (OCHA), the Food and Agriculture Organization (FAO) and the Angolan Institute for the Socio-Professional Reintegration of Ex-Combatants (IRSEM) in a special project funded by MDRP. The special project will target vulnerable ex-combatants located in the provinces with larger numbers of returning former soldiers, namely Huambo, Benguela, Bié, Kwanza Sul and Huíla.

The project aims at providing information and agricultural production support, and piloting training and employment interventions that can then be applied more systematically under the Angola Demobilization and Reintegration Program (ADRP), which began in 2003. The special project is designed as a fast-track, start-up implementation addressing specific activities for the target beneficiaries, or activities that will assist IRSEM in setting up and managing the demobilization and reintegration programme. The social and economic reintegration of ex-combatants will take place in the context of the return of more than 2 million displaced civilians and the initiation of broader social and economic recovery plans. Enormous challenges face the Government and its partners in trying to help reintegrate this massive war-affected population.

The ILO is undertaking preparatory work and is currently implementing the first phase of the World Bank-funded project, the programme for the reintegration of vulnerable ex-combatants in the Democratic Republic of the Congo. This is the first time child soldiers have been explicitly included in the target group of an ILO reintegration project. Within the Jobs in Africa programme, the ILO contributed towards the preparation of an emergency framework for employment and income generation in December 2001. This programme has been endorsed by a tripartite meeting and is a strategic basis for the integration of employment issues in the ongoing PRSP process.

Following the earthquake in Goma, Democratic Republic of the Congo, the ILO participated, together with the United Nations Human Settlements Programme (UN-Habitat), in a mission organized by the UNDP Bureau for Crisis Prevention and Recovery, aimed at formulating activities that would help in the reconstruction and reduce the population's vulnerability to future

earthquakes. A labour-based project was formulated for UNDP to follow up with fund-raising.

In Sierra Leone, a programme proposal on “Employment for peace in Sierra Leone” has been strongly endorsed by the constituents, covering skills training linked to labour market opportunities for self-employment; business support services woven around the establishment of local economic development agencies; and reintegration projects for disabled people and youth. Since April 2001, and with seed money from its Rapid Action Fund, the ILO has started implementing youth employment and employment service activities in the country. In Congo, the ILO provided technical inputs to the implementation of the vocational training component of the UNDP/IOM project on reintegration of ex-combatants and small arms collection. It also assisted in the formulation and execution of a labour-based component within a reconstruction and livelihoods programme financed by the World Bank.

A tripartite meeting on labour-based programmes in post-conflict reconstruction was held in Douala, Cameroon, for Angola, Burundi, Central African Republic, Congo and the Democratic Republic of the Congo.

In Ethiopia, the ILO undertook a needs assessment mission in response to the drought, resulting in a report and programme proposals (*Ethiopia: Responding to drought with a focus on employment and livelihood*, December 2000). Support included a microfinance component financed by the IFP/CRISIS Rapid Action Fund.

Following a request by the Somalian Aid Coordination Body, an ILO programme formulation mission to support economic recovery, employment creation and support to decentralization was undertaken. A Promotion of Economic Recovery Project proposal attracted funding from Italian Cooperation (US\$1.4 million) and UNDP (US\$400,000). In almost a year of implementation the programme has accomplished important results in terms of employment creation and training of the local authorities, as well as rehabilitation of roads and drainage systems using labour-based techniques that enabled money to be injected into the local economies through wages. The local institution for road rehabilitation, the Somaliland Roads Authority (SRA), has been trained in community contracting so that it can contract out to the Village Development Committee for rehabilitation works.

Peace negotiations between the Government of Sudan and the Sudan People’s Liberation Movement (SPLM) in Machakos, Kenya, represented a window of opportunity to prepare for post-conflict rehabilitation and recovery. In November 2002, the ILO participated in an inter-agency mission to assist the United Nations Country Team in the development of a coherent strategy to address the special needs of internally displaced persons (IDPs). Proposals were presented for the rehabilitation and development of vocational training centres in West Kordofan and labour-based reconstruction of roads and bridges.

A programme for employment recovery and reduction of economic vulnerability in Mozambique was formulated with a view to strengthening the national capacity to respond to the employment challenges of the floods; to ensure consideration of the employment dimension in the reconstruction and rehabilitation policies and programmes formulated in the aftermath of the floods; and to promote the revival of local economies. Part of this programme, in the region of Chokwe, started towards the end of 2000 with seed money from the IFP/CRISIS Rapid Action Fund. It focused on the rehabilitation of markets and local labour offices, vocational training and a range of small-scale local development projects. The project provided a model for sustainable development, and appreciation of its achievements was

expressed by the Minister of Labour of Mozambique at an exhibition on the project held in conjunction with the 89th Session of the International Labour Conference.

Four projects have been approved by the ILO using its own funds in southern Africa, the Greater Great Lakes, West Africa (Sierra Leone and Guinea-Bissau) and the Horn of Africa. These projects are under development; overall, they will aim to reduce the vulnerability of crisis-affected populations to natural and man-made disasters, strengthen the ILO's capacity and visibility in crisis response, and attract additional external funding of ILO-initiated activities in the service of the Decent Work Agenda.

Employment-Intensive Investment Programme

The policy objectives developed by the ILO's Employment-Intensive Investment Programme (EIIP) and broadly accepted by many donors and governments are described below.

Policy development and institutional capacity-building: This includes the establishment of employment and investment policy units at the investment planning level, to examine how employment generation is taken into account in the decision-making process on the allocation and use of resources under the Public Investment Programme (for example in Namibia and Uganda, shortly to be followed by Cameroon, Mali and Senegal).

Local contractor development for private sector execution of labour-based public works: This focuses particularly on small and medium-sized enterprises (SMEs) operating at the borderline between the formal and informal sectors. The implementation of the strategy requires: (i) greater efficiency through on-the-job training to demonstrate the labour-based technology, as well as through specific training programmes for private sector operators and government technicians involved in the works; and (ii) the introduction of administrative, regulatory and financial measures to facilitate the operation of a system involving local small contractors and to ensure availability of resources and appropriate markets for operators in the sector (engineering consultants, SMEs). Local contractor development programmes are operational or being developed in many countries, such as Congo, Ghana, Madagascar and Zambia. The EIIP programme also promotes the organization of and dialogue between the social partners involved in the works, i.e. those representing small local construction enterprises and construction workers.

Community contracting: The aim is to improve access of deprived populations to productive resources and basic social services and to promote the principles of organization and negotiation in the rural and urban informal and weakly organized sectors. These are carried out under "community contracting" negotiated and agreed upon by the partners involved in the realization of the projects. Local beneficiary communities thus become full and effective partners in the identification, planning, implementation and maintenance of community investment schemes. Community works include productive investments in rural areas, such as irrigation facilities in the United Republic of Tanzania and forestry in Mali, and community investments in urban areas, such as markets, roads and sanitation works in the United Republic of Tanzania and Togo. Two multi-sectoral poverty reduction EIIP programmes have been prepared in Mali and Cameroon with PRSP/HIPC funding.

The promotion of relevant labour standards is a high priority under all EIIP programmes. Standards concern, in particular, the elimination of child and forced labour, non-discrimination (with an emphasis on equal opportun-

SADC Regional Productivity Improvement Programme

In their Declaration on Productivity signed in Maputo in August 1999, the Heads of State of the Southern African Development Community (SADC) expressed their concern at the low levels of productivity, lack of a common vision and understanding of productivity, inadequate information about productivity improvement approaches and low levels of cooperation among the social partners on productivity issues. Accordingly, the SADC leaders undertook to formulate appropriate policies and strategies to enhance productivity.

The SADC Employment and Labour Sector secretariat mandated the ministers of labour and social partners to work closely with the ILO on the implementation of the Declaration on Productivity. A Memorandum of Understanding between SADC and the ILO provided the framework for future cooperation in this regard. Following ILO technical assistance, the meeting of the SADC Subcommittee on Employment and Productivity held in Pretoria, South Africa, in December 2001 approved the regional approach to implementing the Declaration.

The SADC Subcommittee accordingly requested the ILO to prepare a productivity improvement programme. The programme document focuses on the establishment of the SADC Regional Productivity Organization to spearhead the implementation of the Declaration on Productivity and stipulates the programme activities and outputs for a two-year period.

A productivity study of SADC countries carried out in November 2002 revealed that the region faces common challenges requiring multi-country intervention. Apart from Botswana, Mauritius, South Africa and the United Republic of Tanzania, which have established productivity centres, the rest of the SADC countries are in the process of forming their own centres and require technical assistance to obtain the agreement of the tripartite partners on productivity centre governance, legal status, institutional development, staffing, outreach strategy and financial sustainability. As a follow-up to ILO technical assistance, a two-year project on the SADC Regional Productivity Organization is planned to become a fully fledged intergovernmental authority on productivity development and an effective networker on productivity improvement programmes.

ities for women), minimum wage, workers' compensation for occupational injury, safety and health, and the right to organize. Safeguards to ensure good working conditions can be introduced in the tender and contract system.

Support to reconstruction and recovery programmes, in cooperation with the IFP/CRISIS programme, through labour-intensive employment schemes, social safety nets or other special public works programmes aimed at direct job and asset creation as required by the nature of the crisis. In French-speaking countries in Africa, the EIIP has established close collaboration with the AGETIPs (World Bank-supported social funds, now operating in 18 French- and Portuguese-speaking countries), in particular on labour-based contractor training and capacity building.

Three tripartite workshops were organized in 2002 in Douala and Dakar. Two workshops were held for a total of 16 countries, in close collaboration with the International Training Centre of the ILO in Turin; a joint ILO/United Nations Department of Economic and Social Affairs (UN-DESA) seminar held in Ouagadougou dealt with PRSPs, the EIIP and youth employment, with participants from Benin, Burkina Faso, Cameroon, Congo, Mali, Mauritania, Niger and Senegal. Advisory Support, Information Services and Training for Employment-Intensive Infrastructure Programmes in Africa (ASIST Africa), funded by a consortium of donors, continued to expand its training and capacity-building activities for planning and implementation of labour-based works in many African countries (Botswana, Lesotho, Mozambique, and Zimbabwe among others).

ILO support to the Portuguese-speaking countries (Angola, Cape Verde, Guinea-Bissau, Mozambique and Sao Tome and Principe) under this objective is mainly channelled through the regional Portugal-funded PREP programme on the promotion of employment in the Portuguese-speaking African countries. Interventions in West and East Africa focused on the macroeconomic level in the context of an enlarged partnership with labour ministries, technical ministries, ministries of economy and finance, development partners, the Bretton Woods institutions, the social partners and regional institutions. Support was mainly provided to Governments in the formulation of the employment segment of PRSPs and the reorientation of investments towards employment creation.

2.3.6. Enterprise and cooperative development

In 2002, the 90th Session of the International Labour Conference adopted a new Cooperatives Recommendation (No. 193) to guide member States in their efforts to promote decent work through cooperatives. Advice on the reform of cooperative legislation and policy was provided to Burundi, Guinea-

Decent work for poverty reduction in Ghana

Four out of ten Ghanaians are classified as poor, according to the Ghana Living Standards Survey. Poverty reduction has accordingly been declared the top national development priority. Poverty in Ghana is concentrated in subsistence farming, on which 60 per cent of the poor depend, and the informal economy, in which 25 to 30 per cent of the poor eke out a meagre livelihood. Decent work deficits abound in the informal economy, which has become a poverty trap for most of the people who are dependent on it. Very low productivity in informal enterprises means very low and unstable incomes.

The country, supported by the donor community, has embraced the Ghana Poverty Reduction Strategy (GPRS) as a framework to ensure that policies are coherent and are backed by resource allocations. The GPRS is intended as a comprehensive framework to support economic growth and poverty reduction. A key element in the current strategy is the quest for broad-based consensus among government, civil society, the private sector, workers' organizations and development partners. The current GPRS lacks explicit and coherent reference to key interrelationships between poverty and decent work. Consultations with the social partners have so far been ad hoc. A particular challenge is posed by the informal economy. In order to play a more effective role, ILO constituents require capacity building in policy analysis, formulation and monitoring.

Since January 2003, constituents in Ghana have been supported by an ILO Decent Work Pilot Programme (DWPP). DWPPs assist ILO constituents by strengthening their capacity to integrate decent work as a goal into national policies and programmes. The Ghana DWPP has two mutually supportive components: (1) influencing the socio-economic policy environment for poverty reduction in ways that integrate a decent work approach into a coherent set of social and economic policies; and (2) tackling poverty reduction through the promotion of decent work in the informal economy.

Despite its size and importance as a source of income to a large share of the Ghanaian population, the informal economy is not explicitly addressed in policies and programmes, including the GPRS. This is a major gap, which ILO constituents will endeavour to fill.

Capacity building of national constituents and stakeholders on all aspects of analysis, formulation, implementation and monitoring of policies and strategies for poverty reduction is a key element of the programme to ensure genuine ownership and sustainability. Both policy change and capacity building require time. The DWPP will therefore assist national constituents for a four-year period from 2003 to 2006.

Boosting competitiveness by promoting decent work in Morocco

Adopting a sectoral approach, the ILO's DWPP for Morocco focuses on the textile and garment sector – critical to the country's development but facing challenges in the global market. A key industry in Morocco, the sector generates 39 per cent of total industrial employment. In 2000, the 1,400 enterprises of the sector employed 193,000 workers, of whom 71 per cent were women. It also contributed to 15 per cent of the value added of the industrial sector and generated 34 per cent of the total value of manufacturing exports. Highly labour intensive and a major export earner, the textile and garment industry thus plays not only an important economic role but also an uncontested social one. With the end of the Multi-Fibre Arrangement and the entering into force of the free trade zone with the European Union, the textile and garment sector has to face the challenge of maintaining and increasing its competitive advantage. The social partners of the industry, together with the Government, are determined to preserve and strengthen their market position through a new industrial strategy that integrates both the social dimension of the restructuring and upgrading of the industry and the social determinants of its competitiveness. The DWPP is supporting those efforts by facilitating informed tripartite discussions on issues such as links between productivity and working conditions; employment policies and programmes, including vocational training and the role of the social partners in their design and implementation; and increasing attention to respect for workers' rights and working conditions in the global market. A study on the social determinants of the Moroccan textile and garment industry's competitiveness was finalized in close consultation with the social partners and discussed and validated by the Programme's tripartite steering committee in May 2003. The tripartite steering committee, in turn, prepared a plan of action for a new industrial strategy that integrates both the social dimension of the restructuring and upgrading of the industry and the social determinants of its competitiveness. The social partners were expected to adopt this plan of action at a high-level tripartite meeting in September 2002.

Bissau, Eritrea, South Africa, Zambia and Zimbabwe. An action plan for the promotion of cooperative entrepreneurship has been adopted in Central Africa; Rwanda has adopted a national policy of promotion of cooperatives and is engaged in discussions on the definition of a harmonized legal framework for enterprises and cooperatives.

2.4. Strategic Objective No. 3:

Enhance the coverage and effectiveness of social protection for all

2.4.1. Improving and extending social security coverage

Social protection embodies three functions: facilitating access to essential goods and services; conducting an active prevention policy against the adverse consequences for individuals of social and economic risks; and promoting opportunities ("empowerment") – all of which contribute to the pursuit of the goals of ILO constituents in Africa and to various NEPAD components, including the overarching objective of combating all forms of poverty throughout the continent. Hence many ILO activities in Africa under the strategic objective of providing social protection for all give priority to poverty reduction.

Important progress was achieved in a number of countries towards meeting the indicators and targets set for the ILO for the social protection sector during 2000-03 and the current biennium. The most salient achievements include the following:

- Benin, Cape Verde, Egypt, Ghana, Kenya, Lesotho, Madagascar, Malawi, Morocco, South Africa, Tunisia and Zambia ratified one or more occupational safety and health Conventions, improved their legislation or started using new codes of practice and guides on safety and health at the operational level;
- Botswana, Lesotho, Nigeria, South Africa, Swaziland and Zimbabwe improved the coverage of their statistics on occupational accidents and diseases;
- policies and programmes to extend or improve the coverage of social security were introduced in Benin, Burkina Faso, Cameroon, Cape Verde, Democratic Republic of the Congo, Ethiopia, Gabon, Guinea, Guinea-Bissau, Nigeria, Senegal, Sierra Leone, South Africa, United Republic of Tanzania, Tunisia and Zimbabwe;
- people's security surveys were conducted in Ethiopia, South Africa and the United Republic of Tanzania;
- the coverage of social security was extended to the excluded and the poor in Mali.

Thanks to ILO interventions, there is now greater recognition of the need to apply the provisions of the social security-related Conventions. Programmes to rehabilitate social security institutions have been implemented or are under way with ILO support in Cameroon, Gabon and Senegal. In Senegal, the reform of the social security system has led to an extension in the form of a "Solidarity – Employment – Pension Fund". Reforms, including extension of coverage, are also envisaged in several other countries. In Sudan, the ILO is implementing a UNDP-funded project on rehabilitation of social security institutions.

Assistance has been provided to social security schemes in several countries to help them analyse financial and organizational systems and computerize major transactions. Actuarial evaluations of social security schemes have been carried out and support has been provided for the implementation of recommendations.

The Strategies and Tools against Social Exclusion and Poverty (STEP) Programme is an operational instrument for combating social exclusion and extending social protection to the informal economy and the rural sector. It focuses on micro-insurance and is designed to promote the democratization of the insurance systems, as well as equality of access to them. STEP has obtained financing for projects in 11 countries from UNDP, the United Nations Fund for International Partnerships (UNFIP), Belgium and Portugal.

Through its InFocus Programme on Safety and Health at Work and the Environment (SAFEWORK) and its International Occupational Safety and Health Information Centre (CIS), the ILO also helped speed up the ratification of standards and mobilize the constituents to take effective action against hazardous conditions in and around the workplace.

The project "Creating decent work in the Informal Sector through Trade Union-Cooperative Joint Action" (SYNDICOOP) is under way in Rwanda, United Republic of Tanzania and Uganda. The aim of the project is to improve the working and living conditions of unprotected informal economy workers.

In collaboration with local researchers, the ILO's Financial, Actuarial and Statistical Services Branch (SOCFAS) is currently in the process of

The social protection for Africa approach – A new initiative

Employment and social protection are two sides of the same coin in Africa, and there is a need for an integrated policy of social protection in the region. No work can be decent without adequate social protection. Conversely, social protection cannot be achieved without reaching significant levels of gainful and sustainable employment in a viable economy.

Social protection interventions should contribute more decisively to the fight against poverty at the national level. The ILO aims to move from a traditional type of project to a process of elaboration and implementation of a coherent strategy to reduce poverty and extend social protection. Countries and constituents are at the centre of the approach and bear full responsibility, with the ILO ready and available to provide support. The ILO's priority lies in the creation and/or reinforcement of local structures in charge of extending social protection, which in return will further develop national ownership of the process.

An integrated social protection for Africa approach has the potential to be:

- an instrument for operationalizing the decent work concept in Africa;
- an instrument of coordination with the other development agencies in the field;
- a concept and a strategy aimed at integrating, in a coherent, global and holistic manner, workers' rights and their economic and social security through a poverty reduction strategy in the context of broad social dialogue.

Such an approach is also increasingly requested by our constituents, as the ILO has been mandated to contribute to a campaign to promote the extension of social security, including to the informal economy, as discussed at the 90th Session of the International Labour Conference.

The social protection for Africa approach will therefore be aimed at designing, with ILO constituents, a coherent framework for addressing poverty and developmental issues in a manner encompassing all major components of social protection (social security, occupational health and safety, working conditions, combating HIV/AIDS at the workplace, improving the situation with regard to labour migration), so that these concerns are fully taken into account in all relevant multidimensional exercises, such as the PRSPs, the United Nations Development Assistance Framework (UNDAF) and NEPAD.

completing two Social Protection Expenditure and Performance Reviews (SPERs) in Benin and South Africa. SPERs offer a comprehensive assessment of the financing, expenditure, coverage and benefit levels of social security. They would thus provide a factual platform for all future social protection policy development processes as well as national dialogues, for example in the context of decent work of anti-poverty strategy developments. The first drafts of the reports are envisaged to be finalized in early summer 2003.

2.4.2. The Global Social Trust

In November 2002 the Governing Body requested the ILO to field-test the concept of a Global Social Trust network. The aim is for people in richer countries (member States of the Organisation for Economic Co-operation and Development – OECD) to voluntarily increase their social security contributions to help build up basic social protection systems in developing countries. Consultations with the Governments of Luxembourg and Namibia and the social partners in Luxembourg led to a pilot project twinning the social partners in Luxembourg and the Government of Namibia. In January 2003 the tripartite Socio-Economic Council of Luxembourg stated

that it was ready to found an NGO to collect the voluntary contributions to finance a pilot project in Namibia.

The terms of reference of the project were developed during missions to Luxembourg and Namibia in January 2003, and the project document now has to be cleared by the Cabinet in Namibia before final negotiations with the Luxembourg counterparts can begin.

A project to test the possibility of linking community-based health insurance with a national social security institution has been under way in Ghana since September 2002. Conceived during the feasibility study on the Global Social Trust, the project has the potential to become a fully fledged pilot project under this initiative. It also seeks to support the Government in the implementation of a national health insurance system. The main project activities will run until the end of 2003, but subsidies to the health insurance premiums of the poor are to continue for three years.

2.4.3. Migrant workers

Migrant workers will be the subject of a general discussion at the International Labour Conference in 2004. For the African region, the problem of migrant workers has emerged as a critical concern during the period under review.

It is estimated that 20 million African men and women are migrant workers and that by 2015, one in ten Africans will live and work outside their countries of origin. Migration for employment abroad has become a common strategy for people in many African countries who leave home in a desperate bid to avoid poverty in their own countries. While migration is bound to grow and offers development opportunities for both countries of origin and of destination, as well as for individual migrant workers, ill-conceived or inadequate policies have led to a series of problems that are of direct concern to the ILO and its constituents.

The ILO convened a tripartite forum on labour migration in southern Africa in Pretoria in November 2002. Among the important problems that needed to be addressed, participants identified prevailing abuses of migrant workers' fundamental rights, poor labour conditions, an increase in irregular migration, acute unemployment, the brain drain, inadequate or non-existent social protection, growing xenophobia and family dislocation.

The ILO has designed and launched an African Labour Migration Policy Initiative to provide a coherent approach and an operational framework for activity in the region. The emphasis is on expanding the knowledge base across Africa on labour migration issues, building the capacity of labour ministries and social partners to address regulation and management of labour migration, renewed promotion of ILO standards as a foundation for national policies, and contributing to the development of specific subregional and African policy frameworks on migration in its development and social policy contexts.

2.4.4. HIV/AIDS and the world of work

Combating HIV/AIDS is one of the biggest challenges African countries are facing in the twenty-first century, especially in sub-Saharan Africa. Recognizing that HIV/AIDS is a major workplace issue and development challenge, the ILO has carried out or contributed to the following activities:

- The Platform for Action on HIV/AIDS in the context of the world of work in Africa was developed and submitted to the Ninth African Regional Meeting in December 1999. A resolution adopted at the Special

High-level Meeting on HIV/AIDS and the World of Work, held in conjunction with the 88th Session of the International Labour Conference in June 2000, called on member States and the ILO to implement the Platform for Action on an urgent, immediate and continuous basis.

- At the same session the Conference adopted a resolution concerning HIV/AIDS and the world of work and the ILO signed a Cooperation Framework Agreement with the Joint United Nations Programme on HIV/AIDS (UNAIDS).
- An OATUU Seminar on Trade Union Action against HIV/AIDS was held in Accra, Ghana, in July 2000, in collaboration with the ILO to create a framework for sustainable trade union action both at the workplace and in society as a whole. The wide-ranging conclusions and plan of action adopted by the Seminar specified the roles and responsibilities of all players – workers, employers, governments, NGOs, civil society organizations and the international community – in addressing the different aspects of HIV/AIDS and mitigating its effects in the world of work.
- The International Confederation of Free Trade Unions African Regional Organization (ICFTU-AFRO) held a Pan-African Conference on HIV/AIDS in Gaborone, Botswana, in September 2000 on involving workers in the fight against HIV/AIDS in the workplace, at which it adopted the Gaborone Trade Union Declaration.
- The ILO's Programme on HIV/AIDS and the World of Work (ILO/AIDS) has been established with the following objectives: to raise awareness of the economic and social impact of HIV/AIDS in the world of work; to help governments, employers and workers support national efforts to prevent the spread and reduce the impact of HIV/AIDS; and to fight discrimination and stigma related to HIV status.

The ILO's code of practice on HIV/AIDS and the world of work was launched at the United Nations General Assembly Special Session on HIV/AIDS in New York in June 2001. The code has been translated into several African languages and has been launched and/or is being applied in a large number of countries on the continent. It is being actively promoted by employers' and workers' organizations in Africa, the country missions of several EU donor countries and a number of multinational corporations.

The code is intended to help reduce the spread of HIV/AIDS and mitigate its impact on workers and their families. It contains fundamental principles for policy development and practical guidelines from which concrete responses can be developed at the enterprise, community and national levels. The focus of the ILO is now on strengthening the capacity of its constituents to develop and implement workplace policies and programmes based on the code of practice. A comprehensive education and training manual has been developed to support the implementation of the code.⁵

To raise awareness, promote the code of practice, mobilize its constituents, support and plan follow-up actions, the ILO has organized meetings at regional and national levels with the tripartite constituents in all regions. In 2002, employers' organizations participating in a subregional workshop on action against HIV/AIDS adopted the Appeal of Douala, committing employers to combat HIV/AIDS. In the United Republic of Tanzania, a national tripartite workshop on the impact of HIV/AIDS in the world of work set up a tripartite interim committee to coordinate the integration of the ILO code of practice into national and enterprise interventions.

⁵ ILO/AIDS: *Implementing the ILO code of practice on HIV/AIDS and the world of work: An education and training manual* (Geneva, ILO, 2002).

Forging partnerships against HIV/AIDS

Germany: *Implementing HIV/AIDS workplace policies and programmes.*

The first part will focus on incorporating workplace policies into national AIDS plans; the second will support the collection and analysis of examples of good practice in workplace action, with a view to preparing the tripartite interregional technical meeting on best practices in December 2003; the third will consist of policy-oriented research on the impact of AIDS on human capital in key economic sectors and in the informal economy.

Italy: *HIV/AIDS and the world of work: Tackling the consequences for labour and socio-economic development.* The goal of the project is to raise awareness among the ILO constituents and other stakeholders on the labour and social implications of HIV/AIDS and to promote the ILO code of practice on HIV/AIDS and the world of work. Ten African countries are included in the project: Botswana, Burkina Faso, Ethiopia, Lesotho, Malawi, Senegal, Swaziland, Togo, Uganda and Zambia. Research into socio-economic impact and reviews of policy documents and labour legislation are in progress. The results of the research will be presented to tripartite national workshops with the aim of developing a national action plan. This has already taken place in Ethiopia and a national code of conduct is in preparation.

Sweden: *(1) HIV prevention in the transport sector in eight southern African countries.* This project is aimed at mobilizing the social partners, developing national policies for the prevention and the mitigation of the impact of HIV/AIDS in the sector, assisting the countries for national strategic planning and developing a regional strategy based on the national strategies of eight participating countries: Botswana, Lesotho, Malawi, Mozambique, Namibia, South Africa, Swaziland and Zimbabwe.

(2) HIV prevention in the informal sector in four southern African countries. This pilot project seeks to assess the vulnerability and risks that informal workers face regarding HIV infection and the impact of AIDS on business and work. An important aspect of the project will be to provide information and education on HIV/AIDS, and to adapt the code of practice to the needs of informal workers. The countries covered are Ghana, South Africa, United Republic of Tanzania and Uganda. UNDP will fund a project on HIV/AIDS prevention in the informal sector in Zambia on the basis of the project.

(3) Labour market and employment implications of HIV/AIDS. The project aims to increase the understanding of the labour and employment implications of HIV/AIDS and the consequences for policy formulation at the enterprise and macroeconomic levels. The target countries are Botswana, Ethiopia, Malawi, Mozambique, United Republic of Tanzania and Zambia.

United States: *International HIV/AIDS workplace education programme.*

This project seeks to reduce the spread of HIV/AIDS through workplace prevention and education programmes, to create a supportive environment for those affected, and to address stigma and discrimination. The ILO projects, in partnership with Family Health International (FHI), will include the following African countries: Benin, Ghana and Togo.

Support has been given to member States to integrate a workplace component into national strategic plans and into development plans, and to include the social partners in national planning and coordination mechanisms. In addition, training has been provided for government officials, employers and workers in the formal and informal economies, to build their capacity to contribute efficiently to the national response against HIV/AIDS. For example, labour inspectors and policy-makers have been trained

on the importance of workplace action within the framework of the ILO code of practice; in South Africa, the ILO is implementing an innovative postgraduate diploma course on the management of HIV/AIDS in the workplace in collaboration with the University of Stellenbosch and the Medical University of Southern Africa (MEDUNSA).

Policy-oriented research is being undertaken to raise awareness of the urgency of the socio-economic impact of HIV/AIDS and its implication for workers' rights and enterprises and to develop strategic information for appropriate policy interventions in the workplace.

Collaboration is being established with UNAIDS and the United Nations Theme Groups on HIV/AIDS for the implementation of an enterprise component of national plans of action, national monographs on the impact of HIV/AIDS in the world of work and the preparation of national delegations to international meetings on HIV/AIDS.

In Africa, as in many other parts of the world, it is the informal economy that provides the main source of employment. For a number of reasons, operators in the informal economy are particularly vulnerable to the HIV/AIDS epidemic, both in terms of susceptibility and impact of the epidemic. Firstly, poverty and low education levels mean that there is a higher risk of engaging in risky sexual behaviour and thereby contracting the virus. Secondly, enterprises in the informal economy are usually small and labour intensive, meaning that they rely heavily on one or a few operators. When a worker falls sick and eventually dies, it can often be very difficult for these small enterprises to stay in business. The precarious nature of informal employment, the lack of social protection and limited access to health services also worsen the impact of the epidemic for individual workers. As workers in the informal economy are usually not members of trade unions or business networks, and government involvement is by definition very limited, there is a particular challenge in reaching out to informal economy operators with HIV/AIDS prevention and mitigation programmes.

2.5. Strategic Objective No. 4:

Strengthen tripartism and social dialogue

2.5.1. Social dialogue and labour law reform

Under the ILO-Portugal Programme of Social Dialogue in Portuguese-speaking countries (PRODIAL), three activities aimed at strengthening the capacity of the social partners to participate in national social dialogue were organized in Guinea-Bissau, Angola and Sao Tome and Principe. A project on promoting the participation of the labour ministry and the employers' and workers' organizations in policy-making for poverty reduction through the PRSP process was started in Guinea-Bissau. A capacity-building activity was carried out in 2002, making use of the national tripartite consultative body.

Other assistance includes the ILO/USDOL SLAREA and NIDEC projects mentioned above, and another ILO/USDOL project on strengthening labour administration in southern Africa (SLASA) (Botswana, Lesotho, Malawi and Zambia); a Moroccan project on strengthening industrial relations in Morocco; and an ILO/Swiss project in selected SADC countries to advance social partnership in promoting labour peace in southern Africa (Botswana, Lesotho, Namibia, Swaziland and Zimbabwe), all of which are aimed at strengthening social partnership and promoting labour law reforms to address labour conflict and further industrial peace.

Senegal: National Charter on Social Dialogue

Progress towards effective social dialogue, achieved with ILO support, can be noted in several countries throughout the region. For example, Senegal adopted in November 2002 a National Charter on Social Dialogue to upgrade the institutional framework for social dialogue between the State, private sector employers and workers. The Charter, which was signed by all the employers' organizations and the major unions and became effective in March 2003, applies to all sectors of the economy, both public and private, as well as the informal sector. It embodies a commitment to the principles of partnership, good faith, mutual respect and willingness to abide by agreements, and for the State and employers to guarantee freedom of association. The Charter lays down a set of rules of conduct for each of the three partners and acknowledging in particular labour's stake in, and contribution to, business performance, and establishes an institutional framework for dialogue at national, sectoral and enterprise levels. A tripartite National Social Dialogue Committee is entrusted with conflict prevention and resolution, the encouragement and monitoring of collective agreements and research on ways to improve the enabling environment of enterprises, including the improvement of conditions of work. Alongside this national body, bipartite social dialogue committees are set up at the sectoral and enterprise levels. Concluded for an initial duration of five years, the Charter has been designed as a tool to improve labour-management cooperation in Senegal by providing an appropriate framework for handling disputes and building trust among the three parties.

The ILO provided financial and technical support in October 2002 to the Police and Prisons Civil Rights Union (POPCRU) to organize a conference on police labour relations in southern Africa. The conference recognized the need for more democratization in the police force and for police personnel to enjoy more workers' rights to increase professionalism and effectiveness in the service. This would also mean a departure from adversarial relations between police and communities and between police personnel and management, which would be of benefit to all in the quest for public safety. One of the outcomes of the conference was that it enabled police personnel of the participating countries to network and share information. Another similar activity was carried out in 2003.

Through its Regional Programme for the Promotion of Social Dialogue in French-speaking Africa (PRODIAF), the ILO also organized technical workshops and training workshops in Burundi, Central African Republic, Cape Verde, Guinea-Bissau, Morocco, Mauritius, Niger and Togo. National tripartite meetings were held in Congo and the Democratic Republic of the Congo during the period. Special attention was paid by the programme to reviving the social dialogue process in Central Africa, especially in the Great Lakes region, with missions taking place to Burundi, Congo, Democratic Republic of the Congo and Rwanda.

Seminars for high-level officials have been conducted for the labour ministries of the member States covered by the African Regional Centre for Labour Administration for French-speaking countries (CRADAT), in addition to the regular activities of the three African labour administration centres with funding and technical support from the ILO (CRADAT in Yaoundé, the African Regional Labour Administration Centre for English-speaking countries (ARLAC) in Harare and the Regional Arab Programme for Labour Administration (RAPLA) in Tunis). Training workshops were also held in Benin and Burkina Faso as a follow-up to earlier assessments of their labour administration systems.

Labour law reforms continued around the continent, in-depth consultation with the social partners being a key ingredient in the process. The impetus for reforms has also come from decisions of subregional organizations such as the EAC, the Organization for the Harmonization of Business Law in Africa (OHADA) and SADC, and the emergence of new workplace challenges (new forms of employment relationship, redundancies, equality policies, HIV/AIDS, pressures for flexible regulation). In general, the result has been a better realization of the fundamental principles contained in the ILO Declaration in draft legislation, as well as gender sensitivity in the drafting of texts and the inclusion of provisions on sexual harassment. Bills were tabled in Ghana and Namibia, and new laws were adopted in South Africa and Zimbabwe.

Activities at the regional level have focused on the setting up of appropriate structures for social dialogue in UEMOA and CAEMC, as well as on assistance in the preparation by OHADA of a unified corpus of labour law for its 16 member countries. Pursuant to a decision by the OHADA Council of Ministers, preparatory work to frame a Uniform Act on labour law has started, with the ILO contributing technical advice and support to ensure the involvement of labour ministries and the social partners at the national level. A tripartite meeting of UEMOA held in Ouagadougou recommended that a labour and social dialogue commission be established by the ministers. Action was also taken to ascertain the ways to set up a tripartite structure in CAEMC as recommended by a tripartite meeting in Bangui in 2000.

In East Africa, under the ILO/EAC Memorandum of Understanding, work is under way on the harmonization of labour laws and employment policies within the EAC, with the introduction of tripartite consultation into the work of the EAC on labour and employment.

2.5.2. *Employers' activities*

The activities of the ILO's Bureau for Employers' Activities (ACT/EMP) in Africa have focused on the role of employers' organizations in regard to foreign investment, employment creation and HIV/AIDS. Accordingly, the Bureau has concentrated on the informal economy, the promotion of women's entrepreneurship, and regional integration in the context of globalization and trade liberalization.

In May 2002, a regional workshop enabled employers' organizations to better understand and develop strategies adapted to the informal economy and discussed macroeconomic policy, social security and the enterprise. As a result, employers' organizations were better able to integrate the specific needs of the informal economy into their day-to-day activities and programmes.

In February 2003, a subregional workshop in ECOWAS focused on the challenges for employers' organizations in regard to regional integration in the context of globalization and the position and role of SMEs, and helped these organizations to clearly recognize their essential role and to create appropriate structures to achieve their goals at the subregional and national levels.

Employers' activities covered the following countries: Algeria, Benin, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Mali, Mauritania, Mauritius, Morocco, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, Swaziland, United Republic of Tanzania, Togo, Tunisia, Uganda and Zimbabwe.

In collaboration with ACT/EMP, the abovementioned SLAREA, SLASA, and NIDEC projects contributed to capacity building for employers in East and southern Africa and Nigeria through several sensitization workshops on social dialogue, collective bargaining, labour-management cooperation, human resources and conflict management. In addition, institutional capacity was strengthened through the provision of information technology, equipment and training.

A number of activities have been initiated by ACT/EMP on HIV/AIDS at the workplace, at both the subregional and regional levels.

Other main subregional/regional activities in support of employers' organizations included a Symposium on "The Global Compact for the African Business Community" held in Tunis in May 2001, organized by ACT/EMP in collaboration with African employers' organizations, in partnership with the United Nations, the United Nations Environment Programme (UNEP), Italian Cooperation, the Universitas network and the European Association of Development Agencies (EURADA). The symposium concluded with the approval of an employers' strategy for the promotion of the Global Compact in Africa in view of its clear contribution to increasing social capital and profitability based on a voluntary and flexible approach.

A regional meeting on mainstreaming employment concerns, held in Nairobi in October 2001, adopted a declaration stating a clear commitment of the employers' organizations to support the Jobs in Africa Programme, integrating the employment dimension into national strategies and programmes, recognizing the importance of an enabling environment for investment in employment creation and emphasizing the importance of tripartite concerted action.

The Employers' Symposium on the Role of the Private Sector in the New Partnership for Africa's Development (NEPAD) was held in Dakar in January 2002. Concluding that NEPAD's vision and the clear, global and concrete objectives generate hope for Africa, employers' organizations stated their support and approved measures with regard to resource mobilization, trade and regional integration.

A subregional seminar on employers' organizations and the informal economy was held in Douala in May 2002 to enable employers' organizations to better understand the issues and challenges of the informal economy and to define appropriate strategies and gradual migration of informal activities from the informal to the formal sector by benchmarking best practices.

The High-level Symposium on the Promotion of Women's Entrepreneurship in Africa: Role and Strategy of Employers' Organizations was held in Casablanca in October 2002. The participants adopted an action plan for assisting African employers' organizations in their strategies for the promotion of women's entrepreneurship in the formal, informal and public sectors.

The Southern African Subregional Employers' Workshop on Actualizing Decent Work, held in Maseru in August 2002, enabled employers' organizations to identify the challenges to decent work and ways to overcome them in the context of globalization, and to recognize the importance of good governance in achieving their objectives.

A subregional seminar of the ECOWAS States on regional economic integration and international cooperation, held in Ouagadougou in February 2003, clarified the role and action of employers' organizations with regard to West African integration in the new global context, and those of West African SMEs facing the challenges of integration and globalization.

2.5.3. *Workers' activities*

Since January 2001, the Bureau for Workers' Activities (ACTRAV) has supported and financed 147 national-level trade union seminars, workshops and symposiums in more than 40 countries in Africa. Twenty regional and subregional seminars, workshops, symposiums and conferences were held in six countries. A total of over 7,000 trade union members and leaders participated in these activities.

The following projects were implemented in 11 countries:

- development of training materials for rural workers in Kenya, United Republic of Tanzania, Uganda and Zambia;
- integrating women members in rural workers' organizations in Zambia;
- assisting trade unions in building technical and administrative capacity in Botswana, Mozambique and Swaziland;
- trade union training in the field of labour legislation in South Africa;
- trade union organizing in the agricultural sector in South Africa;
- organizing the informal sector in Burkina Faso, Mali, Niger and Senegal.

The general objectives were:

- strengthening tripartism and social dialogue;
- improving the quality and quantity of trade union services to members and strengthening their capacity to provide such services;
- promoting and realizing standards and fundamental principles and rights at work;
- giving effect to the principles and rights concerning freedom of association and collective bargaining and the elimination of forced labour, child labour and discrimination in employment and occupation.

Other important and innovative activities carried out for workers in Africa included the following:

- capacity building for workers' organizations on PRSPs in English- and French-speaking Africa;
- capacity building for workers' organizations on information and communication technologies (ICTs);
- capacity building for workers' organizations on productivity improvement and advantages for workers;
- capacity building for workers' organizations in the fight against HIV/AIDS;
- an ACTRAV child labour project in English- and French-speaking Africa;
- securing the involvement of trade unions in the framing of uniform labour legislation in the OHADA member States.

In collaboration with ACTRAV, the SLAREA, SLASA and NIDEC projects contributed to: capacity building of workers on issues relating to the ILO Declaration; freedom of association and strategies and techniques for organizing and collective bargaining; and the provision of information technology and training.

The ILO continued to provide financial and technical support to the activities of the regional constituents and their subregional organizations. The principal constituents on the workers' side were the OATUU and its subregional affiliates and the ICFTU-AFRO.

In addition to the support it provides, along with other United Nations agencies, to NEPAD and the African Union (AU), the ILO assisted the social

partners in defining their roles in NEPAD and the AU. For example, it collaborated in organizing a meeting on the role of African workers and the trade unions in NEPAD, held in Dakar in February 2002.

2.5.4. Sectoral activities

Agriculture

In collaboration with the ILO Multinational Enterprises Programme (MULTI), as well as the InFocus Programme on Strengthening Social Dialogue (IFP/DIALOGUE), the Sectoral Activities Department (SECTOR) undertook a fact-finding mission to Kenya in November 2001. The resulting report⁶ reviewed the current state of labour relations, working conditions and welfare facilities in plantations owned or managed by multinational enterprises and evaluated the extent of implementation of the principles set forth in the ILO Tripartite Declaration of Principles concerning Multinational Enterprises and Social Policy (MNE Declaration). MULTI and IFP/DIALOGUE subsequently organized a tripartite seminar and two separate seminars with employers' and workers' representatives to discuss the issues raised in the report and to develop a plan of action to implement improvements.

In collaboration with MULTI and IFP/DIALOGUE, SECTOR also undertook a fact-finding mission to Uganda in January 2003, which led to a tripartite seminar in April 2003 to review labour relations, working conditions and welfare facilities in plantations owned or managed by multinational enterprises, to familiarize constituents with the MNE Declaration, and to develop a plan of action for introducing improvements.

Within an interregional technical cooperation project on strengthening social dialogue within the PRSP process, the ILO has helped to organize workshops for workers and employers in the agriculture sector in the United Republic of Tanzania (November 2000 and April 2003). Participants familiarized themselves with the key provisions of the Tanzanian PRSP of importance to the sector, determined their organizations' priorities and began to develop strategies to improve outcomes through social dialogue.

Education

Within an interregional technical cooperation project on strengthening social dialogue in the PRSP, the ILO helped to organize workshops to examine improved status for teachers and social dialogue mechanisms in the United Republic of Tanzania as part of an international flagship programme on teachers and quality of education within the Education for All framework. The workshops were designed for the Government, the teachers' union, the employers' organization and representatives of the donor community to examine key issues, problems and ways to make the teaching profession more attractive and effective in delivering national education goals as part of poverty reduction strategies. The experience to date suggests that lack of capacity to research, analyse and act on information to effect change is a major obstacle facing the Government and the teachers' union, especially in the context of increased decentralization. Further ILO assistance will concentrate on helping to develop the capacity to undertake effective social dialogue and to make improvements in teachers' conditions related to educational quality at the district level.

⁶ ILO: *Facing the challenge of Africa's integration in the global economy: The role of multinational enterprises in the plantation sector*, Working Paper No. 91, Multinational Enterprises Programme (Geneva, 2002).

Together with the Commonwealth secretariat, the ILO undertook a fact-finding mission and prepared a proposal for assistance to the education sector of Botswana to help prevent the spread and reduce the impact of HIV/AIDS, based on the ILO code of practice on HIV/AIDS in the world of work.

Health services

As part of a joint programme to address the impact of health sector reforms on health personnel in cooperation with the World Health Organization (WHO) and the German Foundation for International Development (DSE), supported by Public Services International (PSI) and the International Council of Nurses (ICN), case studies were carried out in a number of countries, including Cameroon and Uganda. The country studies revealed the significant and sometimes unforeseen repercussions of structural adjustment reforms on the working conditions and living standards of health sector personnel, often leading to extreme hardship for those involved (salary reductions of up to 50 per cent, recruitment freezes leading to a steadily increasing shortage of health personnel and growing workloads). The consequences were momentous changes in the morale, motivation and integrity of the civil service, with negative effects such as under-the-table payments and parallel drug selling, resulting in a drastic decline in the quality of health-care delivery. There was clearly an urgent need to define a social dimension to structural adjustment programmes. The findings of the country studies were discussed at an international round table of experts, including representatives of governments, employers and workers and, as a result, a list of critical questions for policy-makers was drawn up, highlighting human resource issues within health service and systems reform.⁷ This tool is intended to assist decision-makers in international organizations, government and civil society in implementing health sector reforms in the most effective and sustainable way.

As part of another joint programme to develop sound policies and practical approaches for the prevention and elimination of violence in the health sector, in cooperation with ICN, PSI and WHO, a country study was carried out in South Africa.⁸ The country report revealed extremely high incident rates of violence alongside high levels of overcrowding and shortages of beds, staff and equipment, leading to long waiting times and reduced care quality. As follow-up to the survey, a consultation between workers and management was organized in South Africa to discuss a draft code of good practice to deal with workplace violence, which subsequently was refined further for the South African context and is meant to be used as a generic code for all sectors. The ILO/ICN/WHO/PSI joint programme developed a set of guidelines to address workplace violence in the health sector.⁹

Shipping, ports and fisheries

In the shipping subsector, a Tripartite Symposium on ILO Convention No. 163 on Seafarers' Welfare on Ships and in Ports, jointly organized by the Egyptian Government and the social partners, with the participation of the

⁷ WHO/ILO/ICN/PSI: *Public service reforms and their impact on health sector personnel – Critical questions: A tool for action* (available at: <http://www.ilo.org/public/english/dialogue/sectors/health/publ.htm>).

⁸ S. Steinman: *Workplace violence in the health sector – Country case study: South Africa*. ILO/ICN/WHO/PSI Joint Programme on Workplace Violence in the Health Sector (forthcoming working paper).

⁹ ILO/ICN/WHO/PSI: *Framework guidelines for addressing workplace violence in the health sector* (Geneva, 2002), ILO/ICN/WHO/PSI Joint Programme on Workplace Violence in the Health Sector; available at <http://www.ilo.org/public/english/dialogue/sector/papers/health/guidelines.pdf>.

ILO office in Cairo, was held in Alexandria, Egypt, in August 2002. Ratification of Convention No. 163 is being considered by the Egyptian Government. A presentation on maritime labour standards was made by the ILO during the International Committee for Seafarers' Welfare (ICSW) Sub-regional Seminar for West Africa, held in Accra, Ghana, in October 2002. The African tripartite constituents have participated actively in the High-level Tripartite Working Group on Maritime Labour Standards which is discussing a future consolidated Convention, as well as maritime security issues, notably a new Convention on seafarers' identity documents (the Seafarers' Identity Documents Convention (Revised) (No. 185) was adopted in June 2003 by the 91st Session of the International Labour Conference).

In the ports subsector, the ILO has continued to promote the use of the Portworker Development Programme (PDP). Current users include Egypt, Ghana, Kenya, Mauritius, Somalia, South Africa, Sudan and the United Republic of Tanzania. In 2002, training for instructors was provided to Eritrea. Mauritius received assistance in the planning of a safety and environment management system. Contacts are maintained with port management associations in Africa in order to promote improved conditions of work in ports.

In the fishing subsector, the ILO provided technical support to the South African Maritime Safety Authority (SAMSA) conference on safety awareness in the fishing industry and held consultations with the Minister of Transport and the Chairman of SAMSA, leading to the commissioning of a report on conditions of work in the fisheries sector in the SADC member States. Another study was prepared on occupational safety and health in the fishing industry of Zambia. Both studies were published in 2003 as working papers and are intended to be discussed at a SADC conference on the fishing sector if sufficient resources are found.

2.6. Cross-cutting issues

2.6.1. Gender

While gender is mainstreamed into all ILO activities, some activities have specifically emphasized the gender dimension of employment. In southern Africa, the ILO placed emphasis on the creation of greater employment and income opportunities for men and women by addressing inequalities through the development of new policies and through research on women's entrepreneurship and women in SMEs. At the national level, all countries have structures for mainstreaming gender issues into national and, in some cases, sectoral development policies and programmes. In spite of these initiatives, full equality between men and women in these countries cannot realistically be envisaged in the immediate future.

In Zimbabwe, the ILO has established a well-functioning network with NGOs and United Nations organizations dealing with gender issues, and a project on the promotion of employment with gender equity has been implemented for female members of the Associated Mine Workers of Zimbabwe, who are trained in entrepreneurship skills, labour legislation, gender issues and HIV/AIDS awareness.

The gender dimension was integrated into the EIIP in Burkina Faso and Madagascar. Training seminars for women workers in Benin, Burkina Faso and Côte d'Ivoire were organized and discussed strategies for increasing the number of women in decision-making positions within workers' organizations. A cross-sectoral programme for the advancement of women in Côte d'Ivoire, with UNDP funding, was recently formulated.

In Central Africa, assistance was provided in ten countries to develop information on gender, employment, training and social protection. Programmes implemented in the subregion also included gender issues and specific measures to promote gender equality. In West Africa, constituents' capacities to facilitate access for women to decent work were strengthened in four countries. Studies were conducted on women's entrepreneurship and wage discrimination based on gender. SME development strategies also took gender aspects into account.

The Gender, Poverty and Employment (GPE) capacity-building programme is particularly useful for integrating gender and employment concerns in poverty reduction strategies. The programme is designed to strengthen the capacity of constituents and staff for the formulation and execution of policies and programmes that address the issue of sustainable poverty reduction through gender-equitable programmes for employment creation.

A project on the promotion of gender equality in rural cooperatives, financed by Norway, was launched in West Africa with the aim of increasing participation of women and men in the development process. The direct beneficiaries are the leaders and staff members of the organizations participating in the networks that remained after the end of the programme on organizational and cooperative support to grass-roots initiatives (ACOPAM). Components of a programme against poverty in Mauritania and Senegal also focus on improving the socio-economic situation of women. A support for policy and programme development (SPPD) project (including a study) on the employment situation of disadvantaged women is under way in Eritrea. Following the workshop on gender and employment in the context of the economic reforms in Egypt, assistance has been provided in the formulation of a human resources development strategy for gender mainstreaming and women's empowerment.

In East Africa, a new ILO initiative is aimed at linking women's employment to the reduction of child labour through enhancing the organizational capacity of women and improving their productive capacities. The overall development objective of the project is to promote more and better jobs for women under conditions that lead to a progressive reduction of child labour. The project started with research covering 1,450 women in precarious forms of employment who are likely to withdraw their children from school to help with family work, and poor female-headed households.

A project on promoting women's employment in the context of structural adjustment programmes is being implemented in East Africa. The objective is to enhance the capacity of key national partners in promoting employment with gender equality, in particular by identifying gender issues in the world of work, integrating gender equality in legislation and policy, establishing a labour market information system, and supporting women workers and operators in the informal economy. The project has developed training materials on gender equality and women workers' rights, including training of trainers.

The ILO's Bureau of Gender Equality spearheads efforts to mainstream gender into all ILO programmes. In 2002 it launched an interregional project on enhancing the gender mainstreaming capacity of ILO constituents, covering four countries, two of them in Africa (United Republic of Tanzania and Uganda). The aim is to strengthen partner organizations' capacity to integrate the experience and needs of women as well as men into the design, implementation, monitoring and evaluation of their policies and programmes.

Jobs, gender and small enterprises in Africa

The ability of the formal economy to provide employment in Africa is diminishing, and many women and men become entrepreneurs as a survival strategy, some of them investing their retrenchment benefits in establishing their own businesses. Although most countries in Africa would claim equality in the law between women and men, the reality is different. In establishing their own enterprises, women in Africa face many more obstacles than men. In an effort to delve deeper into the critical issues which place women entrepreneurs at a disadvantage, in 2002 the ILO embarked on a series of studies on "Jobs, gender and small enterprises in Africa", with particular reference to Ethiopia, United Republic of Tanzania and Zambia.

The ILO's InFocus Programme on Boosting Employment through Small Enterprise Development (IFP/SEED), through its work in support of women entrepreneurs, is effectively bringing together the ILO's cross-cutting issues of gender and development, and highlighting the important role of women-owned enterprises in job creation. Inspired by the debate at the 90th Session of the International Labour Conference on the informal economy, the ILO decided to investigate the transition from informality to registered micro- and small enterprises. Throughout 2002, field research was conducted on 350 women entrepreneurs, followed by national conferences in Addis Ababa, Dar es Salaam and Lusaka. These activities are funded under the ILO-Ireland Aid Partnership Programme.

The studies found that, contrary to common perceptions, significant numbers of full-time paid jobs have been created by women entrepreneurs in the countries studied. Despite access to microfinance, it is not sufficient to meet their financial needs when trying to expand, and most women finance their start-up and growth from personal savings; the majority depend on spouses and family for advice and assistance, and few have access to professional business development services; almost 95 per cent of the women entrepreneurs sell in local markets, with little evidence of breaking into exporting; a large proportion of the women surveyed are not members of business associations; and associations of women entrepreneurs are generally young and lacking in capacity.

In association with the Turin Centre, in November 2002, IFP/SEED organized a one-week capacity-building programme on women's entrepreneurship development for associations of women entrepreneurs in Ethiopia. Further capacity building is also being provided in Ethiopia and the United Republic of Tanzania. To improve market access for women in the informal economy in Ethiopia, the ILO has assisted more than 70 women entrepreneurs to participate in exhibitions and trade shows. In the United Republic of Tanzania, the ILO is working closely with the Ministry of Industry and Trade's SME section to ensure that gender equality issues are mainstreamed in the country's SME policy.

In Ethiopia, the ILO's work contributes to PRSP implementation, thanks to collaboration with the Ministry of Trade and Industry Women's Affairs Department (MTI/WAD). In Zambia, links with the Gender in Development Division (GIDD) of the Office of the President ensure the relevance of ILO inputs to the national gender policy and PRSP process.

2.6.2. Development

The World Commission on the Social Dimension of Globalization

Globalization is among the most hotly debated issues on national political agendas today, with views often polarized along political or geographic lines. Some blame globalization for exacerbating unemployment and pov-

erty, while others see it as a way of solving these problems. Attention and research focus on markets and perceived economic gains or losses rather than on the impact of globalization on the life and work of people and societies. This failure to take the human dimension of globalization into account creates a gap in our understanding of the forces of change and how people react to them. Such knowledge is necessary if appropriate policy responses are to be developed. Against this background, the Governing Body of the International Labour Office launched the World Commission on the Social Dimension of Globalization (WCSDG) in February 2002.

As a follow-up to national social dialogues on the social dimensions of globalization held in Egypt, Senegal, South Africa, United Republic of Tanzania and Uganda, the African Regional Dialogue on “Making globalization work for all” was held in Arusha, United Republic of Tanzania, in February 2003. The participants adopted detailed recommendations for policy responses at the national, regional and international levels (see box overleaf).

Support for the preparation of Poverty Reduction Strategy Papers

The ILO is working to ensure that employment and other aspects of decent work are addressed in the economic and social analyses and policies undertaken as part of the PRSP process. Depending on the country, the process includes close collaboration with the national authorities, an analysis of the role of employment and other elements comprising decent work in poverty reduction, tripartite meetings to influence the design and implementation of PRSPs and an ongoing process of networking and advocacy among a variety of stakeholders in addition to the ILO’s constituents. Advisory services and awareness-raising actions were conducted in countries where PRSPs were being developed. The role of social dialogue in the PRSP process was also promoted in Cape Verde, Cote d’Ivoire, the Gambia, Mali, Senegal and the United Republic of Tanzania with a series of workshops, as well as a mission to Ethiopia. In many African countries, ILO offices supported the mainstreaming of employment concerns in the PRSP process, with mixed results.

Improving labour statistics and labour market information

As databases on employment are largely non-existent or inadequate in the region, ILO interventions have focused on strengthening labour market information systems (LMISs), as illustrated by the completion of SamatData, the Southern Africa Multidisciplinary Team’s (ILO/SAMAT) database on employment and labour; subregional training (Malawi, South Africa, Zambia and Zimbabwe); the adoption of action plans in the 11 Central African countries; installation of LMISs in Chad, Guinea, Mali, Mauritania and Senegal; ongoing LMISs in other countries; and support to national employment and training observatories (Côte d’Ivoire and Mali). The need for relevant, reliable and timely labour statistics to support evidence-based policy-making and monitoring in all countries is widely recognized. Many countries in the region, however, lack much of the basic information necessary for these purposes, while in others the data compiled are not always adequate. In its efforts to remedy this situation, the ILO assists countries in building their statistical capacity, either individually or through initiatives such as the PARIS21 consortium,¹⁰ and through the regional and subregional workshops and seminars

¹⁰ The Partnership in Statistics for Development in the 21st Century (PARIS21) is a global consortium of policy-makers, analysts and statisticians. It focuses on promoting high-quality statistics, making these data meaningful, and designing sound policies and fostering more effective dialogue among those who produce development statistics and those who use them.

Recommendations of the African Regional Dialogue on "Making globalization work for all"

Policy responses at the national level

- open up economies and ensure macroeconomic stability for more effective participation in global trade and to encourage foreign direct investment;
- invest in human capital;
- invest in infrastructure development;
- diversify the economy, including development of the manufacturing sector;
- focus more on governance and strategies to deal with corruption;
- ensure that PRSPs are more pro-employment, with implementable employment policies linked to effective population policies;
- improve national policies through institutional capacity building, especially on finance, employment, education and culture;
- review sectoral policies to reflect practical realities;
- create an enabling environment for entrepreneurship and private sector development;
- make provisions for protection of domestic industries;
- recognize the vital role of the informal sector in production and employment generation;
- recognize the informal sector more formally;
- design appropriate policies to support it;
- provide access to credit and capacity building in artisanal and management skills development;
- provide social safety nets as the key to transformation and poverty reduction: measures to empower the poor, especially improved access to microfinance;
- design more effective HIV/AIDS policies;
- carry out an awareness campaign on globalization, its risks and its opportunities and on issues of regional integration;
- reverse the brain drain by creating an environment conducive to the return of skilled professionals from abroad;
- adopt more effective human settlement policies to cope with accelerating urbanization.

Policy responses at the regional level

- recognize regional integration as an effective vehicle for integrating Africa into the global economy;
- ensure that regional integration is for the people: develop a regional identity to find African solutions

to African problems, reduce conflicts and address poverty in the region;

- recognize that regional integration is essential in opening up economies, improving competitiveness, efficiency and the capacity to negotiate for better terms in international trade arrangements. In turn, these speed up the integration of the continent into the global economy;
- focus on market capacity and its purchasing power rather than market size. This calls for empowering the key players in regional integration: the people;
- adopt measures that build capacity of the key players, and more active participation by the private sector;
- ensure that countries open up more, as regional integration is not possible without free movement of people between countries;
- promote macroeconomic stability, job creation, investment in human capital, infrastructure development, good governance, encouragement of the private sector, export diversification, improvement of the financial system and safety nets for vulnerable groups;
- give higher priority to supporting integration schemes by providing them with financial and political support;
- intensify formulation of regional integration projects to take advantage of funding by the African Development Bank and other sources.

Policy responses at the international level

- reform global institutions, particularly the international financial institutions, to give more voice to African countries;
- mobilize international resources for increased official development assistance and debt relief;
- call on developed countries to open their markets to African products and remove obstacles to trade and subsidies in agriculture to create a level playing field;
- review discriminatory migration policies of developed countries and address the brain drain;
- call on technologically advanced countries to allow Africa access to cheaper HIV/AIDS drugs. More support programmes are needed for HIV/AIDS orphans and measures to deal with stigmatization of victims.

The PRSP process: The Mali experience

The PRSP process in Mali has been well managed by the Malian authorities. A fairly comprehensive and broad-based participatory process has been followed and both the Interim and full PRSPs contain good coverage of decent work issues backed up by a national action plan for employment. Employment is recognized as a cross-cutting theme, and respect for the consultative role of employers' and workers' organizations is illustrated by their membership of the steering committee which examines the drafts of the PRSP. Indeed, Mali had a head start over many other countries. A national anti-poverty strategy was formulated in 1998, which gave a major role to employment generation. A national action programme for poverty-reducing employment has also been agreed, with provision for biannual meetings of an interministerial steering committee and a tripartite technical committee. This programme arose out of an earlier ILO-sponsored employment study undertaken within the framework of the Jobs for Africa (JFA) Programme. A tripartite solidarity pact for growth and development was signed in August 2001, which aims at job creation and improving working conditions in the public and private sectors. Through the pact, employers' and workers' organizations committed themselves to negotiating new collective agreements to help workers without social protection. The solidarity pact is highlighted in the PRSP. Workers and employers are also represented on Mali's Economic, Social and Cultural Council, which reports to Parliament. Thus, in preparing the PRSP, Mali benefited from a great deal of prior research and advocacy concerning the role of employment in poverty reduction, as well as from the Government's demonstrated political will to involve employers' and workers' organizations effectively as leading voices of civil society.

Employers' and workers' organizations were associated with the preparation of the PRSP from its inception. The ILO's Dakar-based multidisciplinary team assisted in the drafting of the PRSP itself. The Government was thus well positioned to include the components of decent work in the PRSP section on employment. As a result of the JFA programme, an effective network was already in place. A working group on employment and training was set up on the advice of the ILO and the social partners. Overall, the experience in Mali has illustrated the importance of an integrated and coordinated policy framework based on pre-existing structures and ongoing ILO programmes and this has, in turn, led to important "demonstration effects" for the ILO's policy-level work elsewhere.

Source: ILO: Document GB.285/ESP/2.

organized in collaboration with the regional and ILO offices, and other international organizations. The ILO's assistance builds on the statistical guidelines established in the form of resolutions and recommendations adopted by the International Conferences of Labour Statisticians (ICLS), on the basis of research and development carried out by the Office. In preparation for the 17th ICLS in 2003, a Tripartite Meeting of Experts on Labour Statistics was convened by the Governing Body in 2001, covering household income and expenditure statistics and consumer price indices. Experts from Kenya, Mauritius, Morocco and Zambia attended that meeting. A regional seminar is being organized to assist African countries in preparing for their participation in the 17th ICLS.

During the period 2000-03, the ILO has provided support for the development or improvement of statistical systems to the following member States (labour force statistics: Libyan Arab Jamahiriya, United Republic of Tanzania, Zimbabwe; LMISs: Guinea-Bissau, South Africa, Zimbabwe; wages statistics: Tunisia) and to the region and its subregions (for an employment and training observatory and occupational accident and disease

observatory in Abidjan). Training courses in labour statistics and LMISs have been organized. National statistical offices and ministries of labour have been assisted through regional and subregional seminars and workshops covering the following areas: consumer price indices, statistics on employment in the informal sector, gender statistics, statistics of small and medium-sized enterprises, the implementation of the 1993 System of National Accounts, the implementation of economic classifications in the 2000 round of population censuses and surveys, and to promote the Labour Statistics Convention, 1985 (No. 160), and Recommendation (No. 170).

The ILO has also participated in the subregional workshops organized by PARIS21 for East, Central and West Africa. A major constraint on the statistical activities of the ILO in the region has been the lack of funds, both donor and in-country, to support the production of statistics, especially labour statistics, and the advisory activities of the ILO.

International Training Centre of the ILO

The International Training Centre of the ILO (the Turin Centre) in Turin, Italy, is one of the Organization's main means of implementing its learning and capacity-building strategy. Through the Centre's programmes on its Turin campus, in the field and online, the ILO encourages innovation, collaboration and the sharing of knowledge among its constituents, its own staff, and many other organizations and people sharing its objectives and values.

The Turin Centre has a proven capacity to design, implement and evaluate training and learning activities that support and reinforce the mandate and priorities of the ILO. Most of the Centre's activities benefit, in one way or another, from cooperation with ILO headquarters or its field offices. This cooperation takes the form of consultations during the design phase of an activity, contributions to the development of the curricula and training materials, and joint organization of activities.

In the period 2001-02 the Turin Centre organized 732 activities, with a total of almost 17,000 participants. Almost one-third of the Centre's activities had participants from Africa, who totalled 3,569 persons, or 20 per cent of the Centre's total participants, during the period (table 2.3).

Of the 222 activities attended by African participants, about half were specifically designed for African participants only, many of them dispensed in French and Portuguese. The other half consisted of interregional programmes, many in English. Participants from other continents also attended these interregional programmes.

In 2001 and 2002, the number of African participants grew by 20 per cent as compared with the preceding year. In both years African participation was strongest in the areas of employment and skills development, enterprise development and social protection. It is in these areas that the need for new knowledge, insights and skills and the sharing of experience is greatest. Many of the activities are intended to enable the participants and their organizations to contribute to poverty reduction, employment creation and the development of social protection arrangements for population groups that are not covered by formal social security systems.

Activities in the social dialogue sector, including those aimed at strengthening the organizations of workers and employers, were also numerous, and showed significant growth over the period. This is in response to the strong need to build the institutional and organizational capacity of the public sector (ministries of labour) and the social partners. In the area of management of development (including procurement management and project manage-

Table 2.3. Turin Centre: Training programmes for Africa

Programme	No. of courses		No. of participants		Total participants
	2001	2002	2001	2002	
International labour standards and human rights	14	9	141	171	312
Employment and skills development	9	18	180	431	611
Enterprise development	19	19	314	357	671
Social protection	13	17	236	297	533
Social dialogue	7	7	114	165	279
Workers' activities	15	18	285	312	597
Employers' activities	4	3	75	38	113
Management of development	11	16	114	150	264
Training of trainers and distance learning	7	4	73	50	123
Others	8	4	43	23	66
Total	107	115	1 575	1 994	3 569

ment), the African presence is constantly growing in response to the continued need for a public sector that is capable of managing public funds for social investments.

The thematic area with one of the highest growth rates in attendance was the one dealing with international labour standards. This reflects the increased emphasis both by the ILO and by the Centre on the dissemination of ILO Conventions and Recommendations and on the practical application of the ILO Declaration.

There has been a gradual increase in the number of persons participating in the Centre's online courses (table 2.4). This is especially true for Portuguese-speaking institutions participating in the DelNet distance learning programme in support of local development.

Table 24. Turin centre by sex, language and venue, including distance learning (percentages)

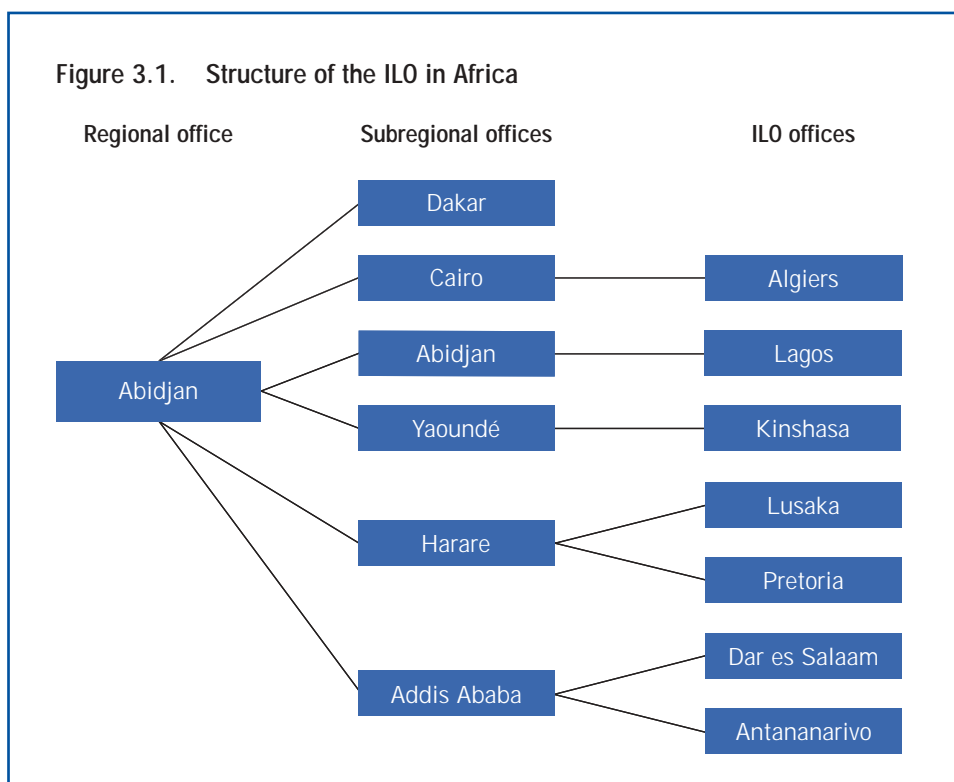
	2001	2002
Participants by gender		
Male	68	63
Female	32	37
Venue of activities		50
Turin	55	42
Field	41	8
Distance	4	
Activities by language		
French	48	32
English	36	58
Portuguese	16	10

3. Regional structure, technical cooperation and partnerships

3.1. Structure of the ILO in Africa

Since the 1999 Regional Meeting, the ILO has streamlined management and reporting lines, and accordingly introduced a three-tier field structure in 2003 (see figure 3.1). A regional decent work team was established to reinforce the strategic function of the regional office (RO) in Abidjan.

Area offices and multidisciplinary teams (MDTs) were merged to form subregional offices (SROs); including the stand-alone former Harare MDT, these are located in Dakar, Abidjan, Yaoundé, Harare, Addis Ababa and



Cairo, and are responsible for programme planning, implementation and evaluation in the countries in their subregion. Seven ILO offices (formerly Area Offices) are located in Lusaka, Pretoria, Dar es Salaam, Kinshasa, Antananarivo, Algiers and Lagos. These continue to carry out their former responsibilities, but in closer coordination with the subregional offices on programming and programme implementation.

3.2. Strategic planning

The ILO strategy for promoting decent work involves simultaneous action at four levels: mapping out the concept of decent work; developing integration and coherence across the ILO within this framework; building decent work into policies for the global economy; and putting it into practice at the national level.¹

Based on the above, the Office introduced strategic planning and budgeting as an instrument for attaining the objectives proposed and adopted by the International Labour Conference in June 1999. While endorsing the four strategic objectives, participants at the Ninth African Regional Meeting also attached “particular importance to giving due consideration to gender equality and development”. The delegates called upon the Office to implement the eight InFocus programmes proposed and adopted by the International Labour Conference.²

In addition, the ILO has established a common programming framework linking regular budget programmes with those financed through extra-budgetary resources. Headquarters sectors, including the eight InFocus programmes, are involved in regular joint programming with the region to ensure the linkages between regular budget activities and those financed through extra-budgetary resources.

Following a number of working sessions and consultation with headquarters and constituents, Africa identified priority areas that have since been used as a basis for strategic planning and budgeting. To ensure that these priorities are consistent, integrated and coherent with ILO programmes at headquarters, joint programming workshops were organized both in Geneva and in Africa. In addition to the traditional consultation with partners, specific joint programming consultations were also held with employers’ and workers’ representatives. As a result of these consultations, five priorities were identified for the ILO’s work in Africa. These are: poverty reduction, good governance, crisis management, HIV/AIDS prevention and regional integration.

The five priorities have been used in the preparation of the 2004-05 Programme and Budget proposals for Africa. As recommended by the participants in the 1999 Regional Meeting, gender and development have been emphasized in all aspects of ILO activities in Africa.

¹ Document GB.279/PFA/6, para. 13.

² Document GB.277/4, Appendix I, para. 1.

3.3. Technical cooperation trends

Technical cooperation is one of the main means by which the ILO is realizing the four strategic objectives and addressing the two cross-cutting issues of development and gender, proposed by the African constituents at the Ninth Regional Meeting. Resources have been concentrated on more focused programmes – which does not imply negating the role of projects. However, this focus helps in measuring the impact of technical cooperation not only in terms of quantity but also more qualitatively.

A look at expenditure provides a quantitative overview of trends in technical cooperation. Table 3.1 compares the evolution of total and African regional technical cooperation expenditures by strategic objective for the years 1996, 2001 and 2002. In 1996, for example, the employment sector accounted for approximately 66 per cent of total ILO expenditure on technical cooperation, while for the same year, 74 per cent of African technical cooperation expenditure went to employment. Since the adoption of the ILO Declaration on Fundamental Principles and Rights at Work in 1998, there has been a significant increase in the resources allocated to the standards sector, while the relative share of expenditure on employment declined, both overall and in the African region. It is, however, important to note that there has been an increase in work across sectors, in particular linking employment policy to gender, standards and social protection.

As shown in figure 3.2, Africa's share of technical cooperation expenditure has been highest among the regions, although it has declined over the period. The regional expenditures indicated, however, do not include those on interregional projects. Africa received 35.2 per cent of the total allocated to interregional projects, followed by Asia (25.3 per cent), the Americas (19.3 per cent), Europe (12.3 per cent) and the Arab States (7.8 per cent). Taking interregional expenditures into account, the actual amount of expenditure for Africa was US\$35 million in 2001, i.e. 40 per cent of total ILO expenditures.

Despite the increase in the ILO's allocations to the least developed countries (LDCs), their share of total expenditure decreased from 19.9 per cent in 2000 to 18.5 per cent in 2001. The region invested time and human resources in strengthening the integration of regular budget and extra-budgetary resources. This process and the adoption of the five priorities of the ILO have laid the foundation for negotiation with donors and other development partners. Table 3.2 shows ILO expenditure in support of technical cooperation activities in LDCs by source of funding.

Table 3.1. Distribution of technical cooperation expenditure by strategic objective, ILO and African region (percentage)

	ILO			Africa		
	1996	2001	2002	1996	2001	2002
Standards	11	35	39	4	16	22
Employment	66	38	34	74	55	53
Social protection	6	10	9	4	10	9
Social dialogue	12	12	11	10	15	13
Integration	0	0	1	0	0	0
Other	5	5	6	8	4	3

Source: ILO.

Figure 3.2. Distribution of technical cooperation expenditure by region

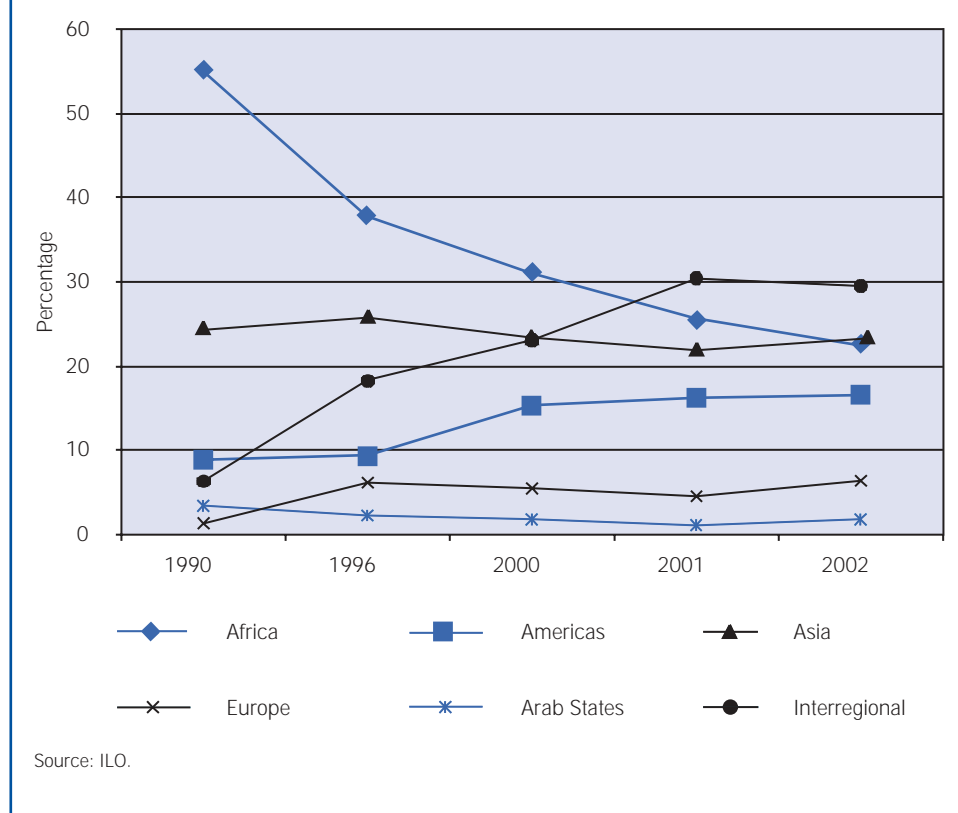


Table 3.2. Technical cooperation expenditure by source of funding, African region (US\$'000)

Source of funding	2000	2001
UNDP	6 091	4 824
ILO regular budget	918	1 767
Multi-bi and trust funds	5 938	8 138
UNFPA	206	290
Total	13 152	15 019

Source: ILO.

3.4. Partnerships

The ILO participated in the development and formulation of country strategies under the coordination of the United Nations Resident Coordinator System. Within the United Nations Development Assistance Framework (UNDAF), the ILO contributed to the joint programming exercises at the country level. The ILO is leading the HIV/AIDS theme group in the United Republic of Tanzania and serving as the deputy chair of the Inter-Agency Programming Committee (IAPC).

The region also contributed to the formulation of guidelines on several system-wide issues such as human rights, capacity building, crisis response and reconstruction and HIV/AIDS.

Collaboration between the ILO and the other agencies of the United Nations system also includes joint programming in different areas, such as employment (Jobs for Africa: UNDP/ILO), microfinance and SMEs (UNDP/ILO/UNIDO/FAO), education and vocational training (UNDP/ILO/UNESCO) and cooperatives (UNDP/ILO/FAO). These experiences were still limited but the ongoing community country assessment (CCA) and UNDAF process, for which the ILO field structures have received guidelines, should encourage further collaboration.

IPEC has developed a number of regional and national partnerships in Africa, including with the African Football Confederation and the Organizing Committee of the 2002 African Cup of Nations during the “Red card to child labour” campaign mentioned in Chapter 2. In partnership with employers’ and workers’ organizations, and NGOs in Africa, IPEC provided grants and campaign materials for rallies, workshops and media briefings.

At the request of the African Development Bank (ADB), the ILO initiated a programme to sensitize the Bank on core labour standards and HIV/AIDS to encourage staff to take them into account in their projects and activities. A Cooperation Agreement between the ILO, the ADB and the African Development Fund has been signed.³

The ILO has developed partnership not only with the recipient countries, but also with subregional institutions, the international community and development organizations with activities in Africa. The regional and subregional organizations with which the ILO has strengthened its collaboration during the reporting period include the OAU/African Union, OATUU, ICFTU-AFRO, PEC, ECOWAS, SADC, EAC and the Democratic Organization of African Workers’ Trade Unions (DOAWTU).

In particular, the ILO has strengthened its collaboration with the OAU, and its Labour and Social Affairs Commission over the years, especially following the 37th Ordinary Session of the Assembly of Heads of State and Government held in Lusaka, Zambia, in July 2001. At that Summit, the Heads of State and Government gave the ILO an explicit mandate to assist the OAU secretariat in the preparation of the Ministerial Meeting on Employment and Poverty Control in Africa. The ILO is currently assisting the transition from the OAU to the African Union.

³ Document GB.283/10/1.

Conclusions

Over the past four years, the ILO has vigorously pursued the implementation of its four strategic objectives, which were endorsed by the African constituents at the Ninth African Regional Meeting: to promote and realize standards and fundamental principles and rights at work; create greater opportunities for women and men to secure decent employment and income; enhance the coverage and effectiveness of social protection for all; and strengthen tripartism and social dialogue.

Decent work is seen as a synthesis of these four objectives, which are closely interlinked. Respect for fundamental principles and rights is essential to the construction of a non-exploitative and socially legitimate labour market; political representation and respect for human rights are achieved through social dialogue; increased access to income and material resources through employment creation and investment in human resources development; and social protection is a means of providing income security and security in the work environment. Depending on national circumstances, priority may have been given to one or the other aspect of the Decent Work Agenda, but in all cases the interaction between the four strategic objectives is key to sustainable development and reducing the decent work deficit in Africa.

There is an urgent need for the international community to substantially increase its assistance to African countries. This has become imperative if African growth rates are to be raised to meet the Millennium Development Goals, endorsed by world Heads of State and Government at the Millennium Summit in September 2000. In order to succeed in this endeavour, intensified transparent social dialogue and consensus building are essential, both within African countries and between these countries and their development partners in the international community.

At the 91st Session of the International Labour Conference in Geneva, in June 2003, African delegates welcomed my Report to the Conference, *Working out of poverty*. The delegates acknowledged the importance of tripartism as an important instrument for development, especially in development strategies such as the PRSPs. They also highlighted links between ILO activities and several NEPAD initiatives, including the Peace and Security Initiative, the Democracy and Political Governance Initiative and the Human Resources Development Initiative. Together with the discussion of this Report and my thematic Report on employment for development in Africa, the comments of the African constituents will contribute to shaping the ILO agenda for the years to come.