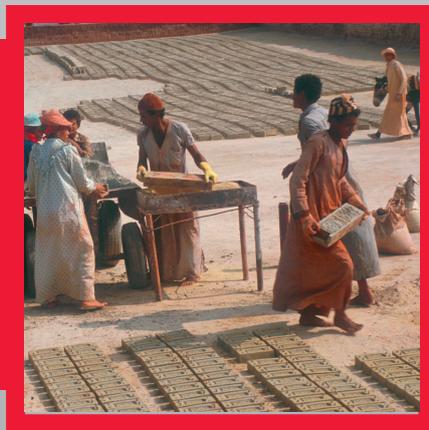


Independent evaluation of the ILO's Decent Work Country Programme Strategies and Activities in North-Africa:

2010-2013



International
Labour
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Geneva



EVALUATION
OFFICE



**INDEPENDENT EVALUATION OF THE ILO'S DECENT WORK COUNTRY PROGRAMME
STRATEGIES AND ACTIVITIES IN NORTH AFRICA: 2010-13
VOLUME 2 OF 2: ANNEXES**

INTERNATIONAL LABOUR ORGANIZATION

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Annex I. Country case study: Algeria

I. Context¹

After 132 years under French colonial rule, Algeria became independent on 5 July 1962 through a referendum conducted on 1 July of the same year. Civil war and displacement afflicted the country after contested elections in 1991.

Since the year 2000, stability and security have consolidated in Algeria. The year 2010 saw an increase in street demonstrations over housing and employment deficits, including at least 9,000 riots, requiring some 100,000 security interventions.² In 2011, the government introduced some political reforms in response to the Arab Spring, lifting the 19-year-old state of emergency restrictions and increasing women's quotas for elected assemblies. Political protest activity in the country continued with but small, sometimes violent demonstrations by disparate groups.

The Republic of Algeria is a North African country that has an estimated population of 38.7 million (January 2014).³ With a growth rate of 1.9% (2013 est.). Out of the total population, almost 99% are of Arab and Amazigh origin and consider themselves Sunni Muslims. Algeria was considered a “High Human Development” country in 2013.⁴ At 93rd in the HDI, Algeria ranks in the upper middle of all countries in health indicators such as maternal mortality, infant mortality, and life expectancy at birth (76th, 82nd, and 82nd, respectively).

Algeria's economy remains dominated by the state. Hydrocarbons have long been the backbone of the economy, accounting for roughly 60% of budget revenues, 30% of GDP, and over 95% of export earnings. Strong revenues from hydrocarbon exports have brought Algeria relative macroeconomic stability, with foreign currency reserves approaching \$200 billion and a large budget stabilization fund available for tapping.

In 2012, the Algerian economy grew by 2.5%, up slightly from 2.4% in 2011. Excluding hydrocarbons, growth was estimated at 5.8% in 2012 (up from 5.7% in 2011). The economy is projected to grow by 3.2% in 2013 and by 4.0% in 2014. Inflation rates have been increasing,

¹ Sources: <http://www.ilo.org/public/english/region/afpro/cairo/countries/algeria.htm>;
<http://www.au.int/en/sites/default/files/Algeria%20%20Web%20Country%20Profile.pdf>;
<https://www.cia.gov/library/publications/the-world-factbook/geos/ag.html>; <http://www.indexmundi.com/algeria/>

² Chérif Bennadji, « Algérie 2010 : l'année des mille et une émeutes » *L'Année du Maghreb*, VII (2011), at : <http://anneemaghreb.revues.org/1254>.

³ Office National des Statistiques, at: <http://www.ons.dz/-Population-et-Demographie-.html>.

⁴ UNDP, Human Development Index (2013), at: <https://data.undp.org/dataset/Human-Development-Index-HDI-value/8ruz-shxu>.

estimated at 8.9% in 2012 (up from 4.49% in 2011). Despite good financial performance, owing to modernisation reforms, the budget deficit widened to 3.3% of GDP in 2012 (as against 1.3% in 2011). This has been due to the expansionary fiscal policy initiated in 2011 to meet strident social demands for greater purchasing power, jobs and housing.

Algeria has struggled to develop non-hydrocarbon industries because of heavy regulation and an emphasis on state-driven growth. The government’s efforts have done little to reduce high youth unemployment rates (21.5% according to 2010 est.) or to address housing shortages. The national strategic option is to revitalise the process intended to diversify the economy, starting with the non-oil sector, while deepening the reforms needed for the structural transformation of the economy.⁵

Some other pertinent areas of concern are that Algeria is a transit and, to a lesser extent, a destination and source country for cross-border and intercontinental migration. Every year, over 1,000 asylum-seekers approach the UNHCR office in Algiers seeking protection, adding to a growing group of urban refugees. UNHCR continues to provide protection and basic services based on a planning figure of 90,000 vulnerable refugees.

Algeria is a transit and, to a lesser extent, a destination and source country for human trafficking of women, and to a lesser extent, men. This includes forced labour and sex trafficking and involves criminal networks that sometimes extend to sub-Saharan Africa and Europe. Algeria ranks as a “Tier 3” country and does not fully comply with minimum standards for the elimination of trafficking, and the government has not developed or employed systematic procedures for identifying trafficking victims and referring them for protective services.⁶ No public awareness campaigns are conducted and no plan of action has been developed to complement Algeria’s antitrafficking law (2013).

Key Facts and Figures	Algeria
Population	38,087,812 (July 2013 est.)
Real GDP growth	2.5% (2012 est.)
GDP per head (\$US at PPP)	\$7,600 (2012 est.)
Unemployment rate	10.2% (2012 est.)
Population below National Poverty Line	22.6% (1995 est.)
Total net enrolment primary education	95.3% (2009 est.)
Total adult literacy rate	72.6% (2006 est.)

⁵ African Development Bank Group, “Algeria Economic Outlook,” In *African Economic Outlook* (2014), at: <http://www.afdb.org/en/countries/north-africa/algeria/algeria-economic-outlook/>.

⁶ U.S. Department of State, *Trafficking in Persons Report 2013* (Country Narratives a–C), pp. 69–70, at: <http://www.state.gov/documents/organization/210738.pdf>.

II. Social Dialogue and Tripartism

Algeria's Economic and Social Growth Pact (*Pacte National Économique et Social de Croissance*—PNESC) has been the subject of negotiation among the government, the *Union générale des travailleurs Algériens* (UGTA) and the National Employment Agency (*Agence Nationale de l'Emploi*—ANEM). A tripartite committee monitors the commitments under the PNESC. The Pact's main goals are to accelerate economic reforms, develop social systems such as health care, and promote access to work as well as to consolidate the partnership and upgrading of enterprises. The Ministry of Industrial Development chairs the committee, assisted by two vice-presidents from UGTA and ANEM.

On 23 February 2013, the Algerian government, nine employer associations and UGTA signed the Pact as a 5-year plan to implement the concept of decent work and FPRW. This Pact provides a basis for further ILO programming, including the drafting of a DWCP. However, no ILO-CO or ILO-Geneva evaluation is available to assess the implementation of the previous Pact of 2006 upon its expiry in 2011, nor the new Pact.

The current draft of Algeria's would-be DWCP 2011–14 includes commitments to establish an Social Security Graduate School (*École Supérieur de la Sécurité Sociale*—ÉSSS) and diffuse the Algerian experience through the regional functions of the *Institut National du Travail* (INT) and the creation of an active Decent Work Observatory.⁷

The most-recent tripartite conference (March 2014) decided to establish a mechanism for implementation and evaluation through a national monitoring committee involving all stakeholders.

⁸ Among its priorities are (1) to accelerate economic growth through the creation of decent employment and support for industry (2) improvement of the health system and social protection, and (3) to capitalize on, and diffuse the principles of good governance and ILS.

Further subjects of tripartite dialogue include the ongoing debate over repeal of Article 87a of the Labour Code, which has blocked wage increases for twenty years in Algeria. The wage ceiling, which IMF imposed in April 1994, at the height of the economic crisis when the country was insolvent, has capped the minimum wage, effectively freezing compensation for 900,000 civil servants since January 2012 at DA18,000 (US\$225). With pressure from UGTA and workers in general, the clause was postponed at the end of the evaluation period until 2015. Heralded as historic, the 23 February 2014 tripartite meeting agreeing on the postponement has not led to the final abolition of Article 87a; however, following a Central Bank of Algeria calculation that the state budget could not cover the cost of wage rises. This is particularly true of the National Autonomous Trade Union of Public Employees (SNAPAP), which denounced Article 87a, due to a contradiction in the application of the Labour Code, which exempts certain officials, staff of the Ministry of Defence and the judiciary from the wage freeze.⁹

⁷ Programme de l'Algérie pour le Travail Décent, 2011 – 2014 : « Promouvoir la valorisation des expériences » version du 16 juillet 2014.

⁸ Mohamed Sefseafi, « Pacte national économique et social de croissance : Installation, hier, du comité de suivi », *Le Maghreb* (13 March 2014), at: <http://www.djazairress.com/fr/lemaghreb/62472>.

⁹ Anis Belghoul, « Le gouvernement maintient le statu quo sur les salaires », *Acteurs Publique* (5 March 2013), at :

Freedom of Association

Algeria has a single officially recognized trade union federation, the General Union of Algerian Workers (*Union générale des travailleurs algériens*, UGTA), which is respected for its historic contributions to the country's independence. Today, many view UGTA as closely linked to the central government. Algerian law allows workers to form unions by notifying the authorities in writing, without seeking permission.

In 1990, Algeria adopted Law 90–14, allowing for the establishment of independent unions. Several autonomous unions then emerged in the public sector, such as the Autonomous National Union of Public Administration Personnel (*Syndicat National Autonome des personnels de l'administration publique*, SNAPAP), and the National Autonomous Union of Education and Training Workers (*Syndicat autonome des travailleurs de l'éducation et de la formation*, SATEF). After 30 days of registration, authorities are supposed to issue the union a final registration receipt (*recépissé*). However, authorities often use administrative maneuvers to withhold legal status from independent unions that attempt to operate outside of UGTA.¹⁰ This is done by simply refusing to issue a receipt for union registrations, or demanding additional information or modifications to their statutes.

The Union of Higher Education Teachers in Solidarity (*Syndicat des Enseignants du Supérieur Solidaires*), for example, filed its founding papers on 19 January 2012. However, two years hence, the union has not received its registration receipt. The National Autonomous Union of Postal Workers (*Syndicat National Autonome des Postiers*, SNAP) submitted its founding documents three times during the HLE period,¹¹ but the authorities have denied issuing a registration receipt. In addition, at least 10 members of autonomous unions that have criticized the government's policies on socio-economic issues report that the authorities have subjected them to judicial harassment and summary dismissals, in reprisal for peaceful union activities and demonstrations in support of labor rights.

During the same evaluation period, several other unions faced the same obstruction of their exercise of association rights, including the National Autonomous Union for Cleaning and Sanitation Workers (*Syndicat National Autonome des Travailleurs du Nettoyage et de l'Assainissement*, SNATNA), the National Autonomous Union of Postal Workers (*Syndicat National Autonome des Postiers*, SNAP), the Higher Education Teachers Union (*Syndicat des Enseignants du Supérieur Solidaires*, SESS) and the National Autonomous Union of Workers of the National Society for Electricity and Gas (*Société Nationale de l'Electricité et du Gaz*, SONELGAZ). Between March and November 2012, four unions submitted complaints to the ILO Committee on Freedom of Association of the ILO.¹²

<http://www.acteurspublics.com/2014/03/05/le-gouvernement-maintient-le-statu-quo-sur-les-salaires>.

¹⁰ Human Rights Watch, "Algeria: Workers' Rights Trampled," 27 May 2014, at: <http://www.hrw.org/news/2014/05/27/algeria-workers-rights-trampled>.

¹¹ On 2 July 2012, 13 September 2012 and 3 March 2013, *Ibid.*

¹² *Ibid.*, and Human Rights Watch, "Algeria: Crackdown on Independent Trade Unions," at: <http://www.righttoremain.org.uk/coi/algeria-crackdown-on-independent-trade-unions-2/>.

In April 2012, the National Federation of Justice-sector Workers (*Fédération nationale des travailleurs du secteur de la justice*) struck in protest of their working conditions. Following the strike, the administration ceased paying the salaries of 57 of the workers and cut their social security and health-care benefits, without following the legal procedures for disciplinary measures.¹³

In March 2013, *Syndicat National Autonome des Personnels de l'Administration Publique* (SNAPAP) has reported that nine trade union members were dismissed from their positions according when they started to call a series of strikes that never took place, as the Court of Algiers ruled them illegal. In May 2013, the president of SNAPAP was removed from his post at the University of Continuous Education before he was about to take part in the ILC, and he has not yet been reinstated, despite a series of negotiation attempts. The Algerian authorities also banned the travel of 96 trade unionists and civil society activists from crossing the border into Tunisia to attend the World Social Forum in March 2013, which Annaba border police explained as enforcing the ban on the trade unionists leaving Algeria listed because of “unrest.”

Algerian police are reported to have interfered in trade union activities and use dogs to harass other North African trade unionists visiting Algeria to take part in the first North African Forum to Fight Unemployment and Precarious Work were harassed by police. Police raided the hotel where the trade unionists were staying and proceeded to arrest five Moroccans, three Tunisians and three Mauritians, including two women. The police then drove them directly to the airport and deported them from the country. The police then surrounded the premises of the Algerian host organization, Maison des Syndicats, and prohibited anyone from entering or exiting for the scheduled meeting.¹⁴

Table 1 Ratification record¹⁵

Fundamental Conventions Ratified	Algeria
<u>C029 - Forced Labour Convention, 1930 (No. 29)</u>	(in force)
<u>C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)</u>	(in force)
<u>C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)</u>	(in force)
<u>C100 - Equal Remuneration Convention, 1951 (No. 100)</u>	(in force)
<u>C105 - Abolition of Forced Labour Convention, 1957 (No. 105)</u>	(in force)
C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111) .	(in force)
C138 - Minimum Age Convention, 1973 (No. 138)	(in force)
Convtenion 182 - The Convention on the Worst Forms of Child Labour, 1999 (No. 182)	(in force)

¹³ Ibid.

¹⁴ ITUC, *Global Rights Index: The World's Worst Countries for Workers 2014* (Brussels: ITUC, 2014), p. 84, at: <http://www.ituc-csi.org/ituc-global-rights-index-2014>.

¹⁵ ILO, Country Profiles : Algeria, at : <http://www.ilo.org/dyn/normlex/en/f?p=1000:11003:0:NO:>

Priority Conventions Ratified	
C081 - Labour Inspection Convention, 1947 (No. 81)	(in force)
C122 - Employment Policy Convention, 1964 (No. 122)	(in force)
C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)	X
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	(in force)
Number of Technical Conventions Ratified	48 out of 177

Important CEACR observations for Algeria:¹⁶

The Committee of Experts on the Application of Conventions and Recommendations (CEACR) repeatedly has expressed the hope that the government take necessary measures to repeal or amend the provisions of Act No. 84–10 of 11 February 1984, concerning civil service in the light of C029 and C105, and that the government soon would be in a position to report on the measures adopted in this respect. The Committee has expressed the hope that the announced legislative reform consistent with C087 would occur in the near future and has urged the government to provide information on developments in this respect, especially regarding any amendment of section 6 of Act No. 90–14, securing to all workers, without distinction as to nationality, the right to form a trade union.

With regard to C100, CEACR has repeatedly asked the government to take the necessary measures to eradicate pay gaps between men and women, including through awareness-raising measures among employers, workers and their organizations on the principle of equal remuneration for men and women for work of equal value and to provide information on any action taken in this respect and on any obstacles encountered. The Committee also has asked the government to indicate the manner in which it ensures the application of the principle of equal remuneration (basic wages and additional emoluments) between men and women for work of equal value, with an indication of whether objective job evaluations have already been undertaken, or are envisaged, in the public service.

CEACR has repeatedly urged the government to seize the opportunity to formulate the new Labour Code to ensure that the new provisions of the Code prohibit discrimination at all stages of employment and occupation on all the grounds set out in C111, including those not covered by the 1990 labour legislation, namely race, colour, religion and national extraction. The Committee also has urged the government to take practical measures to promote and ensure equality of opportunity and treatment for women in all aspects of employment and occupation, including measures intended to combat sexist attitudes and prejudices, as well as proactive measures, particularly in relation to education and vocational training, with a view to overcoming inequalities in practice that affect women and to increasing their opportunities of gaining access to quality jobs.

¹⁶ CEACR Observation Reports (2010–2013).

Currently, two cases before the Committee concerning Algeria remain unresolved: Case No. 2944, which denounces the systematic refusal of the authorities to process the application to register submitted by the trade union organizations, and Case No. 2153, highlighting the obstacles to the establishment of a trade union confederation and the exercise of trade union rights, anti-union dismissals, anti-union harassment by the public authorities, and the arbitrary arrest and detention of union members.

III. ILO Activities¹⁷

Algeria has been a member of ILO since 1962. The ILO Office in Algiers opened its doors in 1967, under an agreement - between the Government of the People's Democratic Republic of Algeria and the ILO, signed 6 April 1967. The ILO Country Office, located in Algiers, covers Algeria, Tunisia, Morocco and Libya.

The ILO office in Algeria was not fully operational during 2008–10, following an attack on UN Premises. ILO was able to resume regular activities in 2011. Its current personnel are comprised of one director, one assistant, one project manager and support staff.

Employment remains a major concern in Algeria, and the president has made the issue a national priority. ILO activities in Algeria have focused largely on:

- ▶ Employment,
- ▶ Social protection,
- ▶ Social dialogue and
- ▶ Labour administration.

Priorities identified for Algeria in the ILO Strategy for North Africa

Areas of Support	Identified areas for Technical Cooperation
<i>Employment - promoting employment for women and men through the development of micro and small enterprises in the framework of local development and development in under-privileged regions of the country</i>	Enterprise development, including women entrepreneurship Strengthening the capacities of labour inspection executives related to aspects of decent work
<i>Social security – establishing a social security training centre covering the sub-region for French-speaking countries.</i>	Supporting the establishment of a social security training centre Supporting social partners in different interest areas such as migration, labour codes, etc.
<i>Social dialogue - supporting the existing social dialogue structures that are already functioning.</i>	
<i>Labour administration -support for organization of a national tripartite workshop to discuss the “Resolution and conclusions concerning labour</i>	

¹⁷ *Strategy for North Africa 2011–2015: Employment for Stability and Socio-Economic Progress in North Africa*, at: http://www.ilo.org/wcmsp5/groups/public/---africa/documents/meetingdocument/wcms_178194.pdf.

administration and labour inspection.”

Activities in this field may be summarized as promoting employment for women and men through the development of micro and small enterprises in the framework of local development and development in underprivileged regions of the country.

Priority 1: Contribution to the creation of decent jobs for young people - men and women alike - through the development of micro and small enterprises

Expected results include promoting decent work for young women and men through existing structures, strategies and initiatives and by strengthening labour market intermediation services.

Priority 2: Social Protection: Under this the ILO will support establishment of a fully functional training centre (Graduate School for Social security) that provides university level education on social security and conforms to the subject matter norms (Master’s degree, doctorate, etc.). This school will be accessible to Algerian students as well as students from other Francophone African and Arab countries.

Priority 3 : Sharing the Algerian experience: Under this priority, the ILO intends to strengthen DW monitoring and build capacity of the National Labour Institute for training and regional development.

DWCP Algeria 2011–13 (draft): Priorities and Expected results

ILO activities in the country have promoted an entrepreneurship culture; supporting the creation of MSMEs, training trainers specialized in entrepreneurship and management training, broadening employment creation and income generation to those most affected, namely youth and disabled persons; providing advisory (technical assistance) to the Ministry of Labour in establishing a National Occupational Safety and Health (OSH) Institute; establishing the national profile on OSH to serve as a basis for developing a national OSH programme; improving governance and performance of the social security system, in consultation with workers’ and employers’ organizations; promoting decent work in key sectors; and improving competitiveness in the construction sector by upgrading human resources, working conditions and social dialogue.

ILO has accorded considerable attention to promoting women’s access to productive work and their recognition as contributors in economic development. ILO also collaborated with United Nations Development Assistance Framework (UNDAF) for the Algerian People’s Democratic Republic, 2007–2011. The UNDAF is based on national guidelines and priorities of the government and the Millennium Development Goals (MDGs). Drawing from the analysis developed by the Common Country Assessment (CCA), the UNDAF defines, four areas of cooperation identified jointly with the government: human development, environment and sustainable development, governance, and gender.¹⁸

The ILO activities pertaining to Algeria and reported results are presented in a detailed tabular format as ANNEX I: Implementation Report and ANNEX II: Overview of CPOs

¹⁸ Source: United Nations Framework Plan for Development Cooperation (UNDAF): Algeria 2007–2011, at: http://www.undg.org/archive_docs/8523-Algeria_UNDAF.pdf.

IV. Key findings on evaluation criteria

A triangle of empowerment, protection and opportunities serves as the logical framework of ILO strategy, which provides backing to all ILO interventions within this cluster of countries. This conceptual framework ensures an integrated approach with mutually reinforcing interventions. It certifies an employment-led development toward the ILO goal of decent work for all women and men, and toward the broader Millennium Development Goals.

Before moving on to the observations on evaluation criteria, a synopsis of findings from select evaluations undertaken over the last 4 years is presented below for glimpse of how ILO activities have fared on ground.

<p>Evaluation</p> <p>Final Evaluation of ALG/09/50/UND- L'Égalité entre les genres et l'autonomisation de la femme en Algérie (AL INSAF), Sept 2010 – Sept 2013, Algeria</p>	<p>Synopsis¹⁹</p> <p>The main objective of this project was to reinforce national capacities to improve public policies concerning gender equality and female empowerment in Algeria. This programme supported national efforts in improving access to employment for women, fitting well within the national scheme for women empowerment. Though this project was able to achieve qualitative advances, quantitative data was not satisfactory in terms of the outreach of the programme. This could be accorded to the fact that most of the activities within the scheme of the project started with a significant delay. Also the budget consumption of the project was low and there was lack of long-term strategic planning. As such, this programme despite its relevance in the scheme of national efforts was dependent on investment and local programmes for it to sustain and arrive at desirable outcomes.</p>
<p>Internal Evaluation INT/00/000/RBSA- Improving institutional capacity for governing labour migration in Africa: Special focus on North and West Africa, Sept 2008 – July 2010, (relevant sections for Algeria)</p>	<p>The project planned to work toward the realization, and maximization, of benefits for development from international labour migration by undertaking actions focused on promoting good governance and effective regulation of labour migration based on ILO's Multilateral Framework on Labour Migration which epitomizes the Decent Work rights-based approach, better protection of migrant workers in conformity with international labour standards, and enhancing development benefits of labour migration. The project was able to implement an impressive number of national- and regional-level activities. Although the quantity of the project delivery was rather high, there were questions about the quality and the sustainability of their impact. Although there had been some limited concrete (mostly indirect however) impact of the activities, partners were very clear that it all remained somehow theoretic and that it had not been sufficient to really make a lasting positive difference. The effectiveness for the implementation of project activities in Algeria could not objectively be determined as no face-to-face interviews with project partners took place there. The reason for lack of project activities in Algeria was explained to be insufficient cooperation from the side of the</p>

¹⁹ i-Track evaluation database, ILO.

Independent Final Evaluation,
INT/08/11/ITA- Promoting
Good Governance and Decent
Work in the Mediterranean
through Improved Labour
Administration and Social
Dialogue, April 2009 – Dec
2010, (relevant sections for
Algeria)

ILO Office in Algiers.

The objective of this Project was to assist selected national labour administrations in the Mediterranean in accordance with the ILO's Labour Administration Convention, 1978 (C. 150) in acquiring and reinforcing the necessary technical, analytical and operational skills to improve national labour market governance and promote the principles of decent work through social dialogue. The Project has partially met its objectives. There have been reasonable deviations from the initial Project description due to political difficulties encountered during the implementation of the Project activities and that were beyond the ILO control. However, it has been implemented in an effective manner at least with regard to the training activities foreseen. The Project has contributed to the better understanding and therefore application of the ILO Standards, in particular in the field of labour administration and inspection (ILO No. 150 and 81), because due attention has been paid to awareness and materials produced for training. In Algeria, a drafting process is currently taking place for the finalization of the DWCP. The government and the social partners will benefit from the activities carried out within the Project for further clarifying issues dealing with labour administration and inspection.

Relevance

ILO interventions to the country context resonate well with the priorities identified by the constituent partners as reflected in the regional strategy as well as the DWCP for Algeria. The ILO activities show a reasonable balance between the need of upstream work, which includes supporting policy development and showcasing pilot initiatives aimed at economic development and creating decent work opportunities for women and men in rural areas. At the same time, some of the pressing areas of concern, such as trafficking (Algeria is a tier-3 country), anti-independent-union discrimination (as reflected in CEACR observations and cases), reducing gender gaps in wages, and better application of ILS do not find adequate reflection in the draft DWCP. It is not clear whether this is a purely prioritisation issue or a strategic disengagement due to lack of political support on such themes.

Evaluations show that most projects have established reasonable relevance to the ILO mandate and those of the constituent partners. National context and development goals were also well analysed, although, in some cases, the commitment from the national government is not clear. The chosen CPOs were relevant to the country and regional needs and each of the outcomes was strategically aligned to relevant P&B indicators.

While most projects were based on substantial need analysis, objectives and targets were often over-ambitious. This is aggravated by the fact that some of the projects were of very short duration, which already put an element of doubt and uncertainty about achieving all intended results. Constituents also observed an overall lack of strategy in ILO's interventions in the country and the emphasis on strengthening MSME sector does not adequately address the unemployment issues, especially high levels of unemployment among educated youth. Most projects were unable to address all the gaps identified at the beginning of the project due to unstable political situations.

Coherence

ILO projects focused on areas of concern that were under scrutiny even by the National Government of Algeria, as well as by UNS (United Nations System).

ILO projects were targeted to achieve outcomes that were in alignment with identified P&B indicators. At the national level, although emphasis on promoting decent work is palpable, potential remains for ILO assuming a greater scope of complementing the government efforts. For instance, constituents pointed out that, while the government is focusing on providing support (subsidised loans) to educated youth who wish to start their own business, ILO has largely focused on micro enterprises, which do not have high potential for absorbing unemployed youth.

Effectiveness

The ILO office in Algeria was not active during 2008–10, following violent incidents that also impacted the office. ILO was able to start its activities in 2011. Since then, the office has largely implemented project relating enterprise promotion using ILO tools/toolkits and undertook training activities for strengthened labour administration services, supported national institutions such as the National Employment Services and strengthened social security database. In 2011,

DWCP drafting process was undertaken although constituents expressed dissatisfaction over inadequate consultation and consent in identifying priorities.

ILO project interventions were not as effective, because of circumstantial issues such as the weak structure of labour administration (i.e., poor baseline to start with), weak institutional capacity of constituents (especially government institutions) and the tenuous political atmosphere. Most projects (including the multicountry projects Algeria was part of) could only partially meet their objectives.

ILO experienced procedural delays in obtaining project approvals to budget and resources in some cases, and the gap experienced by programme managers between the expected date of commencement of programme activities and approval of funds exerted pressure on implementers to deliver.

Issues relating to lack of proper coordination within the ILO and inadequate utilisation of available resources were noted in available evaluations. Constituents and ILO officials also reiterated this observation during interviews under this evaluation.

Overall, the ILO's activity in Algeria needs a longer-term strategic framework that bases itself on the priorities jointly identified by the constituents. At the same time, lateral linkages among the identified priorities and better alignment of strategies to ILO's global mandate need to be part of such a strategy. The Office's effectiveness could have been enhanced by addressing organisational issues that seemed to have impeded the effectiveness and efficiency of project deliverables so far. For example, respondents in interviews and the on-line survey indicated that ILO Algeria rarely drew on RBTC of specialists based in ILO Cairo.

Efficiency

The ILO and national-level stakeholders showed good participation and ownership of projects and TC, contributing to the overall results. Yet some delays may be attributed to insufficient financial commitment and to unrealistic planning of the project activities, goals and concrete outcomes. However, the greatest factor appears to be the national political environment that contributed significantly to the delays. In interviews, respondents identified standard procedures in subjecting project and tripartite activities to coordination with the Ministry of Social Affairs as a consistent impediment to efficient operation.

Also some of the projects encountered challenges in securing sufficient resources. The gap experienced by programme managers between the expected date of commencement of programme activities and approval of funds exerted pressure on implementers to deliver. In some cases, resource utilisation was satisfactory, while, in case of an international project, funds remained underutilised due to internal coordination issues.

Results/Impact

Some of the key results reported by the country through available implementation reports are as follows:²⁰

- ▶ *Enterprise promotion among women and vulnerable groups through adoption and usage of ILO tools:* L'Agence nationale de gestion du microcrédit (ANGEM) provided training through the formation of ILO formulated “GET AHEAD” as a pilot experience in literacy centres targeting women in rural areas, women with low incomes and uneducated women. Also, La Chambre Nationale de l'Artisanat et des Métiers (CNAM) utilized ILO developed GERME toolkits to assist artisans in the creation of their enterprises.
- ▶ *Advancing Social Security agenda:* ILO supported generation and dissemination of internationally comparable social security statistics. This data was made available through the ILO's Social Security inquiry as well through the ILO World Social Security Report. The use of this data is primarily to serve as inputs for national policy formulation. Information is available on old-age, survivors, disability, sickness and unemployment. On December, 2013, a premier group of experts reinforced the capacity of social security by ensuring training and a future in schools and universities which was resultant of the partnership established between ILO and Ministère du travail, de l'emploi et de la sécurité sociale wherein a memorandum was signed on June, 2013.
- ▶ *Strengthening EOs:* The Confédération générale des Entreprises Algériennes (CGEA) adopted a new strategy with ILO's assistance to enhance CGEA's visibility in the regions and to improve dialogue and services between the local offices and the headquarters. The Confederation was able to expand its membership base as well as geographical outreach (16 new offices) and has presence in 34 out of 48 districts. These new offices have improved the ability to communicate with and provide services to local members including through the publication of a new magazine for the business community. On December, 2013, a premier group of experts reinforced the capacity of social security by ensuring training and a future in schools and universities which was resultant of the partnership established between ILO and Ministère du travail, de l'emploi et de la sécurité sociale wherein a memorandum was signed in June 2013.

Sustainability

Active and meaningful engagement of stakeholders in the planning and implementation processes, with a focus on addressing capacity gaps, has inherent elements of sustaining results. Concrete measures such as training interventions, developing need based knowledge products strengthening national capacities are likely to have long-term positive impact which might assist in generating sustainability of programme activities in support of enterprise development and DW in Algeria.

However, sustainability will ultimately be determined by the commitment and efforts made by the government and greater ownership by the social partners. But the prospect of sustainability may be undermined by the short-term duration of some projects and limited focus and capacity of the ILO and the government for follow-up and consolidation of results.

²⁰ ILO reported no results from Algeria for the biennium 2010–11.

V. Conclusion

The ILO projects focused on areas of concern with relevance to the ILO mandate, which also resonated with the priorities and concerns of the government's national schemes and programmes for development. Issues of migration and decent work have been pertinent concerns of Algeria, which were the overarching thematic areas of concern under which ILO operated. However, most the projects were unable to address all the gaps that were identified at the beginning of the project itself, due to the unstable political situation and short-term duration of the projects.

The projects have partially met their objectives. There have been reasonable deviations from the initial project description due to political difficulties encountered during the implementation of the project activities and that were beyond the ILO control. The ILO interventions were not as effective because of circumstantial issues such as the structure of labour administration, administrative procedures affecting timely access to resources, budget constraints, weaknesses in government capacity and the tenuous political atmosphere. Also some delays may be attributed to insufficient commitment, challenges encountered in securing sufficient resources and an unrealistic planning of the project activities, goals and concrete outcomes. Findings note that the ILO is aware of the capacity gaps and has planned measures such as focused workshops to address these gaps.

Nonetheless, the projects have contributed to the better understanding and, therefore, application of the ILO standards. The projects definitely have helped to improve processes and practices, as exhibited through the manner in which the national offices carried out the project activities. Perhaps one of the most-notable impacts is the change in attitudes toward ownership of practices and standards. Constituents appear to better understand that they are responsible for the outcomes of the project and ongoing awareness.

However, the commitment and efforts made by the government and the social partners ultimately will determine the effectiveness and sustainability of the projects. For most projects under this review, sustaining the momentum beyond the often-short project period remains a challenge. A high intensity of involvement on behalf of ILO during the project period, including advisory services, applying knowledge products/tools, capacity building, and project management, is required to give adequate momentum to the project objectives. However, it also leads to a high level of constituent dependence on the ILO, as such sustainability beyond the project period is dependent on the government's efforts and commitment. The prospect of sustainability also may be undermined by the short-term duration of some projects and limited capacity of the ILO and the government for follow-up and consolidation of results.

Annex I: Results reported from Algeria in Implementation Reports

CPO/Title	P&B Outcome Indicator	Result Reported	ILO
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		Contribution
Biennium 2010-11		
No results have been reported for this biennium		
Biennium 2012-13		
<p>Algeria/DZA103: Entrepreneurial Development Programme for the creation of decent and productive work specifically for the youth, women and vulnerable groups</p> <p>P&B Link: Outcome 3: Sustainable enterprises Indicator - 3.2. Number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work.</p>	<p>Rural area women population: l'Agence nationale de gestion du microcrédit (ANGEM) has the capacity to intervene among the rural population. ANGEM provides training through the formation of "GET AHEAD" as a pilot experience in literacy centers targeting women in rural areas, women with low incomes and uneducated women.</p> <p>Artisans: La Chambre nationale de l'Artisanat et des Métiers (CNAM) utilize GERME toolkits to assist artisans in the creation of their enterprises.</p> <p>National network formation of GERME trainers in place and increase in the number of trainers.</p>	<p>ILO has trained 11 officers of ANGEM (9 women and 2 men) with the methodology to conduct GET AHEAD in Algiers, 23-27 June 2013.</p> <p>ILO mobilized the training of a maitre formateur for GERME to assure the supervision of training programmes;</p> <p>Training Programmes were conducted to reinforce the capacity of the trainers of GERME as well as Chambre nationale de l'Artisanat.</p> <p>ILO trained 39 officials (13 women and 26 men) of l'Agence nationale de soutien à l'emploi des jeunes (ANSEJ) and Caisse nationale d'assurance chômage (CNAC). Also 32 out of 48 wilayas attended GERME workshops on training methodology (September and October, 2012) and were certified as trainers (April and May, 2013).</p> <p>ILO provided consultation and advice to ANSEJ and CNAM on improvement in the GERME programme and better integration of GERME trainers. Also ILO contributed to the formulation of the GERME programme and putting it in place effectively.</p>
Algeria/DZA (CPO not mentioned)	Generated social security statistics publicly available. Information available on old-age,	ILO collected social security data and made them internationally comparable. Data was made

<p>P&B Link: Outcome 4: Social Security Indicator - 4.1. Number of member States that, with ILO support, improve the knowledge and information base on the coverage and performance of their social security system</p>	<p>survivors, disability, sickness and unemployment.</p>	<p>available through the ILO's Social Security inquiry and for national policy formulation. Also data was disseminated through the ILO World Social Security Report.</p>
<p>Algeria/DZA126: Capacity of international institutions and partners reinforced by implementing a training structure on the formation of social security</p> <p>P&B Link: Outcome 4: Social Security Indicator - 4.3. Number of member States that, with ILO support, improve the legal framework, general and financial management and/or tripartite governance of social security in line with international labour standards.</p>	<p>On December, 2013, a premier group of experts reinforced the capacity of social security by ensuring training and a future in schools and universities which was resultant of the partnership established between ILO and Ministère du travail, de l'emploi et de la sécurité sociale wherein a memorandum was signed on June, 2013.</p>	<p>ILO provided technical support for the formulation of the school: Conducted training programmes on social security and also developed modules as part of a Master's Programme in the University of Maurice; Definition of a plan of action for the formulation of the school; Organized a technical mission delegation between Ministère du travail and l'Université d'Alger on January, 2013; A partnership for the project was finalized and signed between ILO and Algeria on June 14, 2013.</p>
<p>Algeria/DZA801: Strengthened institutional capacity of employer organizations</p> <p>P&B Link: Outcome 9 – Employers' Organisations Indicator - 9.2: Number of national employers organizations that, with</p>	<p>The Confédération générale des Entreprises algériennes (CGEA) adopted a new strategy to enhance CGEA's visibility in the regions and to improve dialogue and services between the local offices and the headquarters.</p> <p>As a result, CGEA has increased its membership from 1,476 in January 2012 to 1,823 in April 2013. The CGEA opened 16 new</p>	<p>ILO provided technical and advisory services for development of the strategy and provided training for 15 local staff on basic management skills based on the Effective Employers' Organization toolkit training (in collaboration with the ITC in Dec. 2012). ILO supported two major events on the role of the CGEA in the local development - in Oran (Dec. 2012) and in</p>

<p>ILO support, create or significantly strengthen services to respond to the needs of existing and potential members.</p>	<p>offices during the same period in different regions of Algeria in 34 out of 48 districts. These new offices have improved the ability to communicate with and provide services to local members including through the publication of a new magazine for the business community.</p>	<p>Annaba (Feb. 2013) with 100 participants per event including political and union leaders.</p> <p>ILO provided technical support for the creation of the first issue of the CGEA business magazine.</p>
<p>P&B Link: Outcome 18 - International labour standards are ratified and applied.</p> <p>Indicator 18.1: Number of member States that, with ILO support, take action to apply international labour standards, in particular in response to issues raised by the supervisory bodies.</p>	<p>(case of satisfaction re: C87) Registration of Syndicat national des travailleurs de la formation professionnelle (SNTFP) which had been awaiting agreement since 2002.</p>	<p>Regarding cases of progress, which were noted with satisfaction or interest by the Committee of Experts on the Application of Conventions and Recommendations (CEACR), the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the ILO Office. These comments were prepared with the assistance of the ILO Office. The ILO Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.</p>

Annex II: Overview of CPOs

Algeria:	
CPO/Title	ILO Contribution
<p>DZA101: Une plus grande adaptation de la formation aux besoins du marché du travail</p>	<p><i>Biennium 2012/13:</i> ILO provided assistance to the Ministry of education and vocational training to develop programs tailored to the needs of the labour market (MDG project).</p>
<p>DZA102: L'information sur le marché du travail et les services rendus par les institutions de l'intermédiation sur le marché du travail sont améliorés</p>	<p><i>Biennium 2012/13:</i> ILO provided technical support to employment services, including the National Employment Agency (ANEM) to improve its information system and capacity in analysis of the labour market and develop its services to job seekers.</p>
<p>DZA103: Des programmes de développement de l'entrepreneuriat aux fins de la création d'emplois</p>	<p><i>Biennium 2010/11:</i> ILO conducted studies and seminars for capacity building of tripartite constituents to promote decent work in the private sector.</p>

<p>décents et productifs sont promus, notamment pour les jeunes, les femmes et les personnes vulnérables</p>	<p><i>Biennium 2012/13:</i> ILO provided support for microenterprise development through the development of support services for project developers and contractors.</p> <p><i>Biennium 2014/15:</i> ILO will promote youth employment through the creation of micro and small enterprises taking into account regional and local approaches to development and involving local stakeholders so that they can synergize resources and skills to facilitate entrepreneurship for youth.</p>
<p>DZA104: Capacités du Ministère du travail renforcées en matière d'administration et d'inspection du travail</p>	<p>n/a</p>
<p>DZA126: Les institutions nationales disposent des outils et des mécanismes renforcés pour la bonne gouvernance des régimes de protection sociale</p>	<p><i>Biennium 2012/13:</i> ILO provided technical advice and support during the development and adaptation of training programs of the Graduate School of Social Security and facilitated the establishment of partnership with similar structures in other countries and with the Training Centre of the ILO in Turin.</p> <p><i>Biennium 2014/15:</i> As part of the signing of the partnership agreement between Algeria and ILO's Graduate School of Social Security in Algiers in June 2013, ILO will provide technical advice and support during the development and adaptation of training programs of the Graduate School of Social Security and will facilitate the establishment of partnership with similar structures in other countries and with the Training Centre of the ILO in Turin, and contribute to training and capacity building of teachers of the school.</p>
<p>DZA127: Les institutions nationales et les partenaires sociaux disposent des outils et des mécanismes pour développer une stratégie nationale en matière de Santé et de la Sécurité au Travail</p>	<p>n/a</p>
<p>DZA801: Strengthened institutional capacity of employers' organizations</p>	<p><i>Biennium 2012/13:</i> ILO provided support to employers' organizations, in particular the CGEA to improve visibility at national and local (wilaya), including assistance to local entrepreneurs. ILO provided technical support to strengthen the capacity</p>

	<p>of employers' organizations to enable them to a share of influence in the development of national policy or program and secondly, to improve services to members. This support was provided through the organization of workshops and the provision of advice and expertise, particularly on strategic or priority topics.</p> <p>ILO facilitated the exchange of experience at regional level and often provided support to revive the dialogue between employers' organizations in the Maghreb countries on social issues in order to develop national positions. The meetings were held at Director level of social departments and social committees.</p> <p><i>Biennium 2014/15:</i> ILO will support the CGEA to develop a communication strategy to attract new members and improve its visibility. ILO will assist in developing a magazine and creating a website for CGEA and strengthen the capacities of its members in terms of communication. It will also facilitate the exchange of experience and views between the leaders of the CGEA, local authorities and entrepreneurs on local challenges to companies.</p>
<p>DZA802: Strengthened institutional capacity of workers' organizations</p>	<p><i>Biennium 2012/13:</i> ILO provided assistance to the General Union of Algerian Workers for: the establishment of a library within the National Institute of Studies and Research Association UGTA; the development of South-South trade union cooperation, particularly with regard to social dialogue, labour migration, and gender; and provided technical support in the process of drafting of new Labour Code and enrichment of Economic and Social Covenant. ILO also assisted in the organization of a workshop on CIT (new "communication and information technology"), a workshop on gender approach in organizations of workers, the facility of a network of women syndicalist Arab, and supported the participation of workers' organizations in the DWCP process.</p> <p><i>Biennium 2014/15:</i> ILO will continue to provide assistance to the General Union of Algerian Workers for the aforementioned activities. ILO will also participate in capacity building of members UGTA in various fields.</p>
<p>DZA803: Increased capacities of employers'</p>	<p>n/a</p>

<p>and workers' organizations to participate effectively in the development of social and labour policy</p>	
<p>DZA826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations</p>	<p><i>Biennium 2014/15:</i> ILO will provide assistance to the Ministry of Labour, Employment and Social Security for the reinforcement of the capacities of bodies of 500 labour inspectors, and magistrates, in terms of monitoring and enforcement of ILS ratified.</p>

Annex II. Country Case Study: Egypt

I. Context

The Arab Republic of Egypt (ARE) is located in the northeastern and southwestern corners of Africa and Asia respectively. It is bounded to the north by the Mediterranean Sea, from the East by Palestine and Israel, from the South by Sudan, and from the West by Libya. Egypt's borders run about 1,085 km from North to South and about 1,255 km from east to west encompassing an almost square-shaped total area of about 1 million square kilometers (km²). Egypt is divided into four major zones: the Nile Valley and Delta, the Western Desert, the Eastern Desert, and the Sinai Peninsula. The Nile Valley and the Delta occupy about 33,000 km², which account to less than 4% of the total area. The Western Desert occupies an area of about 671,000 km², the Eastern Desert occupies about a quarter of the total area of Egypt at 225,000 km², and The Sinai Peninsula occupies about 61,000 km². Egypt's total population is estimated at 84 million, with an annual population growth rate of 2% (2010–15). Administratively, Egypt is divided into 27 governorates, each headed by a Governor. Within their districts, local government units establish and manage all public utilities, provide services, and designate industrial areas. Local popular councils (LPCs) are elected bodies that work closely with local government administrative units at various levels.²¹

Politics

Egypt has witnessed a prolonged struggle for democracy. On 25 January 2011, widespread protests by young and determined activists took to the streets of Cairo and other major cities and sustained a continuous largely peaceful demonstrations for a period of 18 days, until President Hosni Mubarak stepped down. On 11 February 2011, Mubarak resigned and fled Cairo. The Supreme Council of Armed Forces (SCAF) assumed power on interim basis.²² On 13 February 2011, SCAF dissolved the parliament and suspended the constitution.²³

A constitutional referendum was held on 19 March 2011. On 28 November 2011, Egypt held parliamentary elections. Mohamed Morsi was elected president on 24 June 2012.²⁴ On 2 August 2012, Egypt's Prime Minister Hisham Qandil announced his 35-member cabinet, comprising 28 newcomers, including four from the Moslem Brotherhood (MB). Liberal and secular groups walked out of the constituent assembly because they believed that it would impose socially unacceptable practices premised on the Islamic religion, while MB backers threw their support behind Morsi.²⁵

²¹ UNDP website.

²² Kirpatrick, 2011; & BBC, 11 February 2011.

²³ BBC, 13 February 2011.

²⁴ CNN, 25 June 2012.

²⁵ Including setting the minimal age for marriage of girls at 9 years old; denying wives the right to file legal complaints against their husbands for rape; insisting that a husband have "guardianship" over his wife; requiring a wife to obtain a husband's consent in matters like travel, work or use of contraception; and daughters should not have the same

On 22 November 2012, President Morsi issued a declaration immunizing his decrees from challenge and seeking to protect the work of the constituent assembly.²⁶ Massive protests erupted and violent action spread throughout the country.²⁷ On 5 December 2012, tens of thousands of supporters and opponents of president Morsi clashed.²⁸ Morsi offered a “national dialogue” with opposition leaders but refused to cancel the December 2012 constitutional referendum.²⁹

On 30 June 2013, massive protests comprising millions of Egyptians were organized across Egypt against Morsi’s rule, leading his ousting on 3 July 2013 based on a popular call for the army to remove the MBs autocratic regime.³⁰ A roadmap for a power handover was orchestrated by the military jointly with the opposition leaders’ block to elect a new president, parliament and government through a defined roadmap.

Two interim governments have been appointed since the 30 June 2013, a new constitution is in place since 18 January 2014, upcoming presidential elections on 26–27 May 2014, to be followed by parliamentary election within six months of the announcement of the constitutional referendum results. On 4 July 2013, the head of the Constitutional Court Egyptian Judge Adly Mansour was sworn as acting president over the new government (Dr. Hazem El Beblawi, followed by Eng. Ibrahim Mahlab) following the removal of Morsi. The 18 January 2014 constitution was supported by 98.1% of voters, with a turnout of 38.6% eligible voters.³¹ Two candidates were competing for presidency: Field Marshall Abdelfattah El-Sisi, and the Nasserist Mr. Hamdeen Sabahy. Presidential elections results came about with a sweeping majority for the former candidate El-Sisi (96.6% of votes). In addition, Mahlab’s government resigned, and he was re-appointed to reform the shuffled Cabinet of Ministers.

Economics

The economy of Egypt is one of the most diversified in the Middle East and North Africa (MENA) region, with sectors such as tourism, agriculture, industry and services at almost equal production levels.³² However, Egypt’s political upheaval in the interim has worsened economic conditions. After a period of growth under the Mubarak regime, the three-year extended democratic transition resulted in a steep drop in foreign investments and tourism returns. Capital flight has soared, with an estimated \$5 billion leaving the country in 2012.³³ By July 2013, the Egyptian pound (EGP) has lost more than 12% of its value, while Egypt’s foreign currency

inheritance rights as sons, allowing men to have sexual intercourse with their dead spouses; discouraging women participation in the paid work force; annulment of the right of women to divorce by *khul’a* in Islamic Law; and encouraging female genital mutilation. David D. Kirkpatrick and Mayy El Sheikh, “Muslim Brotherhood’s Statement on Women Stirs Liberals’ Fears,” *The New York Times* (14 March 2013), at: http://www.nytimes.com/2013/03/15/world/middleeast/muslim-brotherhoods-words-on-women-stir-liberal-fears.html?_r=0; `Amru Abd ul-Sami`, “*Wa l’lama!*” *al-Ahram* (daily) (24 April 2012), at: <http://digital.ahram.org.eg/articles.aspx?Serial=878317&eid=11335>; AP, 23 November 2012.

²⁶ BBC (22 November 2012).

²⁷ Spencer, 23 November 2012.

²⁸ *Wall Street Journal* (6 December 2012).

²⁹ Fleishman, 6 December 2012.

³⁰ Kirpatrick,, 3 July 2013.

³¹ *Al Jazeera* English (18 January 2014); Wikipedia, “Egypt.”

³² UNDP website.

³³ EIPR, May 2013.

reserves in turn dropped from \$36 billion in January 2011 to \$14.4 billion in April 2013.³⁴ In addition, the budget deficit continued to increase from 10.8% of GDP in 2012, 11.5% in 2013, and up to 14.4% in 2014.³⁵

According to the Central Agency for Public Mobilization and Statistics (CAPMAS), a quarter of the Egyptian population (25.2%) lived in poverty 2010/11 below \$2 a day. The poverty rate in rural areas is even higher which housed two-thirds of the population; figures from 2010/11 indicate that 34.2% of the rural population lives in poverty. The real growth rates the country experienced throughout the 2000s (between 3–7%) did not translate into increased per capita consumption, which has stagnated or declined, and masks tremendous income disparities (5% of the population capture 95% of the wealth of nation).³⁶

According to UNICEF, 23% of children under the age of 15 years in Egypt were living in income poverty in 2009, a rate higher than 1996 levels. Poverty among children is concentrated in rural areas and is higher in Upper Egypt. Children living in rural Upper Egypt are most vulnerable to income poverty. In 2009 the poverty rate among children was 45.3%, twice that of urban households (at 21%). This is in comparison to poverty rates of 7.9% in urban households with children, and 17.6% for rural households with children in Lower Egypt.³⁷ Similarly, CAPMAS statistics from 2012 showed that 27% of youth aged 18–29 are poor, while another 24.3% are close to the poverty line.

The effects of Egypt's poor can be seen in the increasing cost of living that has resulted from the Egyptian pound's devaluation; consumer prices for food and beverages increased by 13.9% between July 2012 and July 2013, for example.³⁸ The Egyptian Food Observatory, a quarterly survey of approximately 1,500 vulnerable households, indicated that respondents spent an average of 66.1% on food and beverages, compared to 40.6% in an average household in early 2013. The percentage of vulnerable households that claim their income does not cover their monthly expenditures increased from 78.9% in September 2011, to 86% in September 2012, and to 88.9% in March 2013.³⁹

According to the fifth UNDP MDG tracking report 2012, results show that Egypt is still on the road to achieving the international goals with the exception of the eradication of extreme poverty, hunger, promoting gender equality and women's empowerment. The report identified a gap between growth in the number of schools vis-à-vis enrolment rates. It also shed light into the importance of improving public service delivery and removing bottlenecks to the effectuation of decentralization (see Annex 4).

³⁴ *ahramonline* (8 July 2013).

³⁵ *Daily News Egypt* (11 May 2013).

³⁶ UNDP, Egypt: Assessment of Development Results [ADR], 2013.

³⁷ UNICEF, February 2010.

³⁸ CAPMAS.

³⁹ ECESR et al, 2013, pp. 4–6.

II. Labour Context

1.1.1.1. Overview: Population Growth and Unemployment

Egypt's demographics place relentless pressure on its economy to continue rapidly expanding. In 2010, the population was estimated at 84.5 million people—more than double the population just 30 years previously. Virtually all Egyptians live in 5–7% of the country that is not desert, packed densely into the Nile Valley and Delta. Metropolitan Cairo, including the Cairo, Giza and Qalyubia Governorates, is home to 20 million people (see Annex 5). The high annual population growth rate of 1.73% has created a population “bubble,” with close to 32 million citizens under the age of 18 (see Annex 6).

Chronic unemployment continues to challenge the Egyptian economy. Egypt's official unemployment rate was 9.2% in 2000–01 fiscal year (with 20.2% for women), increasing to 12.4% in 2010–11 fiscal year (24% for women), and, in March 2014, up to 13.4% (26% for women).⁴⁰ Almost 60% of the unemployed in Egypt are new entrants to the labour force. To satisfy the demand of new job seekers entering the market, 650,000 new jobs are needed each year, requiring annual GDP growth between 6–8%. Given the limited capacity of the formal private sector to provide jobs, especially to meet the surging demands of the period, the informal sector—estimated at one third to one half of official GDP—plays an important role in generating employment opportunities.⁴¹

Egypt's work force suffers from several persistent issues relating to decent work that are rooted in the previous political regime. Foremost among them involve: (1) the right to work, (2) conditions of work, (3) trade unions and the right to strike and (4) social security.

Right to Work

High levels of unemployment, especially among youth, fuelled Egypt's unrest. ILO statistics indicated that, between 2006 and 2010, Egypt's unemployment rate averaged 9.1%. Intergenerational disparities are more striking; unemployment among adults was 4% in 2010, compared to 27.3% among youth. Given the notable youth bulge in Egypt—young people between the ages of 18–29 made up 23.6% of the population in 2012—the economic costs of this situation are enormous. Unemployment figures, although high, do not really capture the full problem of joblessness in Egypt. International definitions consider the unemployed to be those who are not working for at least one hour a week and actively searching for a job. Statistics on joblessness exclude people who have given up searching. The 2009 survey of Young People (SYPE) estimated that the joblessness rate among Egyptians aged 1–19 was 60%.

The economic situation has worsened unemployment amid the political upheavals to date. Unemployment climbed to 13.2% in the first quarter of 2013. Unemployment increased in urban areas, reaching 17% in 2012, compared to just under 10% in rural areas. Women have been

⁴⁰ IDSC, April 2014.

⁴¹ UNDP, *Egypt: Assessment of Development Results, Evaluation of UNDP Contribution* [hereinafter *ADR*] (New York: UNDP Evaluation Office, July 2012), at: http://www.eg.undp.org/content/dam/egypt/docs/Publications/Docs%20MDGs/03_ADR_Egypt_EN_viewing_REV.pdf.

particularly affected, with female unemployment rate increasing from 18.6% in 2009 to 24.1% in 2012, compared to 9.3% for men in the same year. Almost one-third (28.3%) of young people were unemployed. The rate is much higher for young women; almost half (49.7%) are unemployed, compared to 21.3% of young men.⁴²

Egypt has historically had a large public workforce, with a significant proportion of jobs created in this sector. According to one study, 68.1% of employment in Egypt is reported to be in the public sector, and about 45% of all new formal jobs (about 260,000) created between 1998 and 2006 were in the public sector.⁴³ The contraction of the public sector, therefore, has had a major impact on unemployment in Egypt. The Fund for Local Development (FLD) supports small and medium enterprises, as well as providing production-oriented jobs to the unemployed in order to increase the standard of living in rural areas. However, the job opportunities made available by FLD decreased by almost a third (28.5%) from March 2012 to March 2013.⁴⁴

Underemployment also has long been a serious challenge with secondary and university graduates, because the vast majority of jobs created in the formal sector have no job security, low productivity and thus low wages. Available jobs do not meet the demand of secondary education and university graduates. This appears in the high unemployment rates that they suffer, compared to other, less-educated sectors of society.⁴⁵

Egyptian workers generally supported the army's takeover of political power on 30 June 2013 and the interim administration that was subsequently installed. However, their hopes for better protection of their rights dissipated. As earlier, the interim administration failed to enforce the labour laws protecting workers in cases of official factory closures, while manufacturing is the largest source of employment in the country, outside of the public sector. For example, the informal process of closure of six factories of *Al Sweidi Co.* resulted in the firing of 1,600 workers. The interim administration also has been silent on the possibility of reopening more than 4,600 public and private factories that stopped working over the past three years, thus denying many workers their daily bread.⁴⁶ For instance, the *Suez Steel Company's* chairman declared in August 2013 that the plant would not reopen, citing losses, although the factory's union found that the firm donated approximately \$430,000 (three million EGP) to the government for "national reconstruction."⁴⁷

Conditions of Work

Egypt lacks "decent" work; many people work in low-income jobs, mostly within the informal economy, under poor working conditions, without benefits in the form of pension schemes or medical insurance, without work contracts, where employers and self-employed workers often have no work permits and are mostly not registered.⁴⁸ In 2009, only 24.6% of employed youth

⁴² CAPMAS statistics.

⁴³ Angel-Urdinola, January 2012.

⁴⁴ CAPMAS statistics.

⁴⁵ See also IYF 2012–13.

⁴⁶ Sahoo, 18 August 2013.

⁴⁷ Gruenberg, 27 August 2013.

⁴⁸ Barson, 12 July 2013.

have health insurance and about 35% have social insurance.⁴⁹ Harsh working conditions, inflexible hours, and unjustified collective layoffs are features of both formal and informal employment, and were reportedly among the most common causes for the thousands of worker-led demonstrations held throughout 2012.⁵⁰ Even still, the formal, public sector saw the greatest number of demonstrations, with 1,381 in 2012, and a total of 3,141 in 2012–13, about 40% of all social and economic protests nationwide.⁵¹

The current size of the informal sector is unclear. However, data from 2006 suggest that 58.3% of all Egyptian workers were informally employed, including 42.6% of urban workers and 70% of rural workers.⁵² The highest levels of informality are found among workers aged 15–24 (87.1%), compared to those aged 25–34 (61.4%), 35–54 (43.4%), and 55–64 (51.2%). In 2009, ILO similarly estimated that 51.2% of all people employed in nonagricultural employment were informally employed.⁵³ Moreover, the same period showed that only 15.7% of young workers had a signed contract with their employers, and only 14.8% had social insurance benefits.⁵⁴ Notably, in 2011, 46.7% of working women in Egypt were informally employed.⁵⁵

The state has succeeded to address working conditions in Egypt. State policy tends to ignore the existence of the informal sector altogether. For example, under the Morsi Government, Law No. 105/2012 increased the penalty against street vendors, stipulating a prison penalty of periods ranging from 1 to 3 months, and dramatically raising the fines from EGP5 to a fine ranging from EGP1,000–5,000,⁵⁶ instead of following a strategy for their mainstreaming within the national economy.

For a good part of two decades, real wages in Egypt have either declined or stood still, while labour supply continued to outgrow demand. Laws related to the minimum wage have seen a great deal of volatility. In 2010, the Egyptian Center for Economic and Social Rights (ECESR) sued the government for a suitable minimum wage, in line with inflation rates and price increases. The National Wage Council (NWC) then set the minimum wage at EGP400 in late 2010, though this number was again criticized as inadequate for the cost of living at the time. In July 2011, the minimum was increased to EGP684,⁵⁷ but only for permanent government employees and the private sector. Article 14 of the 2012 constitution, while declaring the need for a national minimum wage, tied wages to productivity, contrary to the court's decision in 2010.⁵⁸ The Shura Council was reviewing a draft law on minimum wage before it was dissolved. This draft law was criticized for its inattention to inflation in prices and for tying wages to productivity.⁵⁹

⁴⁹ 2009 SYPE

⁵⁰ ECESR, 1 January 2013.

⁵¹ ECESR online.

⁵² Doha Abdelhamid and Laila El Baradei, "Reforming the Pay System for Government Employees in Egypt," Egyptian Center for Economic Studies (ECES), Working Paper 151 (June 2009).

⁵³ ILO data from 2009.

⁵⁴ SYPE, 2009.

⁵⁵ CAPMAS

⁵⁶ CTUWS, 2 September 2013.

⁵⁷ Abdelhamid and El Baradei, 2009.

⁵⁸ Youssef, 2 December 2012.

⁵⁹ Daily News, 4 February 2013.

After hesitating to adopt the minimum wage, the transitional government decided, on 18 September 2013, to set the minimum wage at EGP1,200, but only for workers in the public sector and government, starting from January 2014.⁶⁰ Despite the importance of such a step, it still lacks basic elements, mainly in determining how to re-evaluate the minimum wage based on high inflation and rising prices, and propagating the minimum wage for all workers in the private sector.⁶¹ There must also be more effort to reach the informal sector, to encourage it to join the formal sector, and to guarantee the minimum wage. Finally, one of the most problematic aspects of the decision is setting the minimum wage of EGP1,200 for the total income, not the wage. This means that the overall income of rewards, incentives, and other sources of income must total more than EGP1,200, which eliminates the guarantee of a fixed remuneration that covers the daily needs of citizens.

Social Security

Egypt's social insurance system provides old-age, disability, survivors, sickness, maternity, work injury, and unemployment benefits to workers and their dependents. The system is mainly regulated by four laws (law 79/1975, law 108/1976, law 50/1978, and law 112/1980). Each covers a certain category of employees. The National Organization for Social Insurance (NOSI) is responsible for managing social insurance funds, which include the Government Social Fund (GSF) and the Private and Public Business Social Fund (PBSF).⁶² Despite the multiple laws providing insurance for the various sectors, CAPMAS data shows that the number of insured decreased overall from 19 million in 2004/05 to 16.7 million in 2010/11. The National Organisation for Social Insurance (NOSI also indicates a drop in the numbers of the insured, in addition to the decrease in the number of new subscribers to the two funds to around 774,000 individuals, which is 2% less compared to the previous fiscal year (789,000 individuals). The drop in the number of new subscribers was accompanied by the increase in the number of those leaving the service (for retirement and other reasons) to 654,000, compared to 599,000 in the previous fiscal year, rising by 9.2%.⁶³

Coverage within the private sector is also inconsistent. For example, only 57.6% of private-sector workers within establishments do not enjoy social insurance, compared to 87.7% for private-sector workers outside formal establishments. In addition, labour relations in the private sector have suffered. The fund for public and private business sector workers is witnessing a 9.2% rise in those leaving the service for nonretirement reasons, as compared to the previous year. This is an indication of the instability of labour relations in the private sector, which dismissed reaching 484,000 thousand workers from their jobs before reaching retirement age, thus removing them from the insurance system.⁶⁴

⁶⁰ Feteha, 20 September 2013.

⁶¹ Abdelhamid and El Baradei 2009.

⁶² El Fiqi, op cit.

⁶³ Selwanes 25 March 2012.

⁶⁴ CAPMAS, *Labour Force Survey Report, Egypt 2010* (April 2011), p. 27.

The social insurance system saw a rise in the real value of subscriptions to EGY13 billion in 2000/01 to EGP32.8 in 2010/11. Allocated pensions and compensations reached EGP41.1 billion.

The social insurance system in Egypt managed to create a cumulative surplus of more than EGP460 billion, but the state obligated NOSI to transfer them to the National Investment Bank (NIB). Following the accumulation of debt and the decrease in the government interest rates and its failure to pay for the pensions system, the government incorporated the pensions' funds in the Treasury, despite being private money property of the insured. It also abolished the Ministry of Social Insurance (MOSI) and issued a social security instrument (redeemable bond) worth EGP198 billion. However, GoE did not clarify how it will pay off the accumulated insurance funds, with the falling value of wages and pensions under growing inflation rates.

In its review of Egypt in 2013, the UN Committee on Economic, Social and Cultural Rights (CESCR) observed that the state had omitted to fulfill its treaty obligations to ensure social security under Article 10 of ICESCR.⁶⁵ CESCR observed an inconsistency in the level of coverage between public- and private-sector employees. Egypt has 5.5 million public-sector workers who pay EGP19.1 billion (US\$2.65 billion) in annual contributions, while 17.9 million work in the public business and private sector who only pay EGP13.6 billion (US\$1.897 billion) in subscriptions. This indicates that a high percentage of workers in this sector are either not insured, or insured at a nominal salary to reduce the amount of contribution by the employers.

This being the case, the majority of workers in Egypt, furthermore, work in informal small businesses or are self-employed in agriculture. As a result, they are excluded from social insurance systems. Law No. 112 of 1980, regarding insurance of labour in the unregulated private sector, has been suspended. As a result, the majority of employees in Egypt are not part of the social security net, and, therefore, are deprived of basic state protection from poverty and income support.

Another social security scheme in Egypt is pensions for those who did not pay social insurance contributions during their employment. Pensions benefit around 1.2 million people and whose disbursed value is around EGP1.4 billion. This puts the individual/family share from social security at EGP97 per month (around \$14). In light of high inflation levels in the country, it is not surprising that even those benefiting from pensions do not find it adequate to fulfill their basic needs.

The state also has a system of social welfare assistance, mainly in the form of subsidies. According to the World Bank, Egypt's fuel subsidies accounted for 6% of GDP and food subsidies and ration cards 2% in 2009, compared to .11% for nonsubsidy social protection schemes.⁶⁶ The nonsubsidy programs it does have, are small, fragmented and do not have a significant impact on poverty and inequality because of their low coverage, high leakage, and limited benefit levels. The World Bank estimates that only 15% of the poorest income quintile

⁶⁵ "Concluding observation of the Committee on Economic, Social and Cultural Rights: Egypt," E/C.12/EGY/CO/2-4, 29 November 2013, paras. 6 and 14.

⁶⁶ NOSI Annual Report 2009/2010.

benefits from non-subsidy social protection schemes (compared to a global average of 41%) and that their benefits only make up 10% of beneficiaries welfare.⁶⁷

Status of ratification of ILO conventions

Out of the 189 Labour Conventions approved and adopted by ILO's members (among which is Egypt), the Egyptian parliament ratified 63 (33% approx.). Out of the 63 ratified by the Parliament, ILO recommended the ratification of eight Fundamental and three Priority Conventions that are key for Egypt.

Egypt ratified also the following Conventions that are proposed by alternative replacement, especially upon reviewing ILO Conventions in-force after the Cold War in the early 1990s to bring them up to date:

Table 1: Egypt's Ratification of ILO Conventions

Conventions Ratified	Conventions Proposed for Ratification
C9, Placing of Seamen Convention	C179, Recruitment and Placement of Seafarers Convention, 1996
C17, Workmen's Compensation (Accidents) Convention	C121, Employment Injury Benefits Convention, 1964
C23, Repatriation of Seamen Convention	C121, Employment Injury Benefits Convention, 1964
C45, Underground Work (Women) Convention	C166, Repatriation of Seafarers Convention (Revised), 1987
C52, Holidays with Pay Convention	C176, Safety and Health in Mines Convention, 1995
C62, Safety Provisions (Building) Convention	C132, Holidays with Pay Convention (Revised), 1970
C63, Convention concerning Statistics of Wages and Hours of Work	C167, Safety and Health in Construction Convention, 1988
C101, Holidays with Pay (agriculture) Convention	C160, Labour Statistics Convention, 1985
C104, Abolition of Penal Sanctions (Indigenous Workers) Convention	C132, Holidays with Pay Convention (revised), 1970
C107, Indigenous and Tribal Populations Convention	C169, Indigenous and Tribal Peoples Convention, 1989
C141, Night Work (Women) Convention (Revised), 1934, denounced on 26/07/1960	C169, Indigenous and Tribal Peoples Convention, 1989
C41, Night Work (Women) Convention (Revised), 1934, denounced on 26/07/1960	C89, Night Work (Women) Convention (Revised), 1948 C171, Night Work Convention, 1990

Other Conventions that do not show in Table 1 above, and are contained in Annex 11 remain up to date.

⁶⁷ ECESR et al., 2013.

The ILO CO is always encouraging MoMM to conclude a tripartite meeting per annum to respond to CEACR Observations and to report it on in the international Conference. ILO CO has also has performed a series of key activities on the legal front during the biennia (2010–11 & 2012–13) as follows:

Table 2: Milestone Legal Events and Activities (2010–11 & 2012–13)

<p>2010</p>	<p>UN Steering Committee with an Egyptian counterpart in MoFA headed the Egyptian Committee to report</p> <p>ILO offered TA to GOE through concluding a study to emphasize the scope of human trafficking in Egypt in collaboration with an Egyptian think tank (Sociology and Criminology Centre)</p> <p>May: Training for Prosecutors/Judges relating to a couple of conventions on labour trafficking. Twenty-five participants benefited from the capacity building activity.</p> <p>May: GOE adopted the Human Trafficking Law, and ILO CO offered best practices to GOE on law drafted and ratified.</p> <p>ILO CO developed a joint programme with other UN agencies to curb the phenomenon of human trafficking. The programme needed funding on the side of GOE, that failed to materialize at the time—in 2014, the mandate of the Human Trafficking Steering Committee moved from the Ministry of Foreign Affairs (MOFA) to the Ministry of Justice (MOJ).</p> <p>September: A high-level mission on freedom of association signed an MOU on the way forward to resolve the freedom of association issues (C87). The mission managed to forge the first dialogue between the GOE and FEI, then the entire roadmap for recovery was signed. Three-months later, the 25 January 2011 erupted at a time when ILO has anticipated the agenda of social justice should be at the forefront of the GOE reform agenda. GOE delayed responses led to its fate (Revolution with motos: bread, freedom, and social justice).</p>
<p>2011</p>	<p>In March/April: A high-level mission led by ILO DG visited Egypt to have a close eye on TC future support to Egypt. MoMM Minister and Former ILO DG and MoF Minister, were both in position. Both were cognizant of and versed with the labour challenges in Egypt. Hence, a roadmap for recovery in the aftermath of the 25 January Revolution was agreed between GOE and ILO to paint the cooperation road into the future. Youth Employment, Wages, Social Dialogue, and Labour Standards were among the key areas of interest within the Roadmap.</p> <p>September: ILO organized and hosted a major conference under the theme of “Social Justice and Development,” whereby the role of ILS in achieving development was exposed in one of its working sessions. The conference was attended by 70 participants, tripartite, under the banner of the Arab League. Yet the period was rather slow due to the HQ decision to evacuate the CO.</p>
<p>2012</p>	<p>May: An ILO-supported national workshop on Maritime Labour Convention (MLC) was held in Alexandria, and attended by 70 persons in the Academy for Maritime Transport. The workshop was jointly organized with the Egyptian Social Services Society for Marine Officers.</p>

	<p>18 June: The Human Trafficking Steering Committee (SC) membership was fortified by the joining of the NCCM. The SC deliberations have shown interest in the field of “domestic workers.” At the time, ILO adopted C189 on the issue. ILO CO offered a model contract for domestic services to the SC, and recommended drafting a dedicated law on the subject now that the Egyptian Labour Code for the year 2003 excludes domestic labour. Due to the political situation and continuous government shuffles, the agenda was delayed.</p> <p>ILO CO organized a workshop on domestic labour and C189 and invited 30-40 representatives of NGOs. The tripartite mechanism was employed in the workshop. As a result of the workshop, NGOs worked with and advocated for the agenda of domestic workers using the ILO CO workshop materials. In addition, the first formal “domestic workers association” was registered by as a subsidiary of the Egyptian Association for Economic and Social Rights (EASER—an Egyptian NGO) to represent the voice and advocate for the rights and obligations of domestic workers in Egypt. The Association secured domestic workers some social security benefits. In the same regard, the GoE was inactive due to the country’s political situation and continued government shuffles.</p> <p>Arabization of Guidelines on MLC and relevant Social Security standards by the ILO CO.</p> <p>DWT ILS Specialist in ILO CO offered a joint workshop session with the DWT Workers Specialist on ILS relating to workers’ in the informal economy. Fifty persons participated and informal workers organized and formed an association to protect their rights, accordingly. Work is undergoing with the Cooperatives law which may be an appropriate channel for such formalization activity.</p>
<p>2013</p>	<p>The DWT in CO developed a Labour Standards’ Strategy that was approved by the ILO HQs in Geneva. The Strategy diagnosed the situation on the ground and suggested building capacity of mid-level government career officials and to Arabize LS Guidelines for better communication, comprehension and utility.</p> <p>June: ILO CO organized a regional workshop for judges on the use of ILS, with around 30 persons from the African Continent. Egypt did not participate, perhaps due to the political situation and change of country (Egypt’s) presidency. A missed opportunity.</p> <p>June: ILO CO organized a regional workshop on ILS and report writing to CEACR. Thirty persons participated, with a single participant from MoMM. Again, one more opportunity lost.</p> <p>Regional training on ILS for the media was organized by ILO CO for 30 persons. No one from Egypt participated.</p>

Despite the fact that the ILO CO has conducted a number of gap analyses relating to few Labour Conventions within the study biennia (2010–11 & 2012–13), it is yet to support GoE more proactively by commission a series of gap analyses shedding light on the gap between international and national law and suggest means to rectify.

In June 2013, Egypt was reportedly added to the ILO’s Special Cases list. Notably, Egypt had been removed from the list in 2011, but was listed again amid complaints from workers and

unions about the state's failure to respect the rights to association, especially its failure to enact legislation that ensures the recognition and accommodation of the independent trade unions.

II. Tripartism and Social Dialogue

Belying the common distinction in Egypt between “political” and “economic” questions, government representatives continue to mediate labour disputes, lending them a political character. Minister of Investment Osama Saleh, a technocrat who served under the regime of Husni Mubarak and now serves under its successor, personally intervened in the Eastern Tobacco and Aluminum Company strikes and directed that the workers' demands be met. Eastern Tobacco workers clamoured for the dismissal of their Mubarak-era CEO on grounds of corruption. Salih authorized the appointment of an interim CEO while the charges are investigated.

ILO efforts in Egypt have culminated in a *bipartite* agreement on strengthening social dialogue in the free zone of Port Said signed by the Egyptian Democratic Labour Congress (EDLC) and the Port Said Investors' Association in March 2014. Thanks to support from the ILO Cairo Office, the agreement is in line with the Conventions ratified by Egypt, particularly Conventions N° 87 on freedom of association and protection of the right to organize and N° 98 on the right to organize and collective bargaining.

All stakeholders consider the agreement of Port Said to be a turning point in favor of much-needed social dialogue, as well as good practice of the independent trade union movement. As a result, ILO Cairo has received three requests to replicate the experience in Red Sea, Alexandria and tourism sector.

Trade Unions and the Right to Strike

The 2012 Constitution also introduced barriers to trade unions in Egypt. Specifically, Article 53 only allowed one union per profession/industry. This is a clear violation of the right to form associations, as protected by Article 8 of the International Covenant on Economic, Social and Cultural Rights (ICESCR) (1966), which Egypt ratified in 1982, as well as by ILO Convention No. 87 on Freedom of Association and Protection of the Right to Organize, which Egypt ratified in 1957. This restriction on plurality threatens the independence of unions and is particularly troubling given Egypt's history of ousted-regime, state-controlled unions.⁶⁸

Under Article 10 of the 2013 Constitutional Decree, citizens have the right to form assemblies, associations and trade unions and parties “as provided for by law.” This is distinct from the 2012 Constitution, which allowed for their establishment “by notice.” The formation of association now requires a procedure set out in a future law. Article 10 also prohibits the formation of associations whose activities are hostile to “social order” or whose activities are secret; an ambiguous wording that could be used to restrict union organizing.⁶⁹

⁶⁸ Charbel 22 January 2013.

⁶⁹ El Fiqi 11 June 2013.

Labour Law No. 12 of 2003 places a clear limitation on the right to strike guaranteed under international conventions that Egypt has ratified. Article 124 and 124bis of the Penal Code punish with imprisonment and a fine any public sector employees who strike or call for strikes.⁷⁰

The 2012 Constitution disregarded the right to strike; however, the 2014 Constitution keeps this issue ambiguous, as it defers to the relevant law: Article 14 stipulates “peaceful strike is a right organized by the law.” The ILO Committee on the Applications of Standards did not address the right to strike in this case, as the Egyptian employers do not agree that a right to strike is recognized in Convention No. 87.⁷¹

Until 2011, Egyptian authorities had prohibited the forming of unions and syndicates in the agricultural sector, among others. However, following the Declaration on Freedom of Association, the Minister of Agriculture and Land Reclamation supported some farmers to coordinate their organizing efforts. On 30 April 2011, the Union of Egyptian Farmers and its branch syndicates—considered illegal since their 1983 founding—were officially recognized by Decree No. 1332/2. Subsequently, the Union of Egyptian Small Farmers’ Syndicates, the Falahy Misr Union and the Falahin General Syndicate formed in 2011, along with many sporadic cooperative-style “agricultural committees” across the country.

The Declaration, Decree No. 1332/2 and the accompanying simplified procedures enabled the formal establishment of the already-emerging Egyptian Federation of Independent Trade Unions (EFITU) and the Egyptian Democratic Labour Conference (EDLC). These federations constituted themselves as free workers organizations, independent from the Egyptian Trade Union Federation (ETUF), the workers federation that the previous regime uniquely recognized. Some 300 new unions—some say more than 1,500, including agricultural committees—are now affiliated to independent worker organizations and federations in Egypt.

The interim administration continued to meet workers’ strikes peacefully at times, and with violence at others. For example, on 12 August 2013 the authorities crushed a 15-day strike by *Suez Steel Co.* factory workers, injuring many workers and arresting three of the leaders of the strike. This was accompanied by the company firing 15 union representatives and threatening to

⁷⁰ Law No. 158 01 (1937) promulgating the Penal Code, at: <http://www1.umn.edu/humanrts/research/Egypt/criminal-code.pdf>. See also UN Committee on Economic, Social and Cultural Rights [CESCR], “Concluding Observations: Egypt,” E/C.12/1/Add.44, 12 May 2000, para. 18; CESCR, “Concluding Observations: Egypt,” E/C.12/EGY/CO/2-4, 29 November 2013. Under Article 124 of the Penal Code, if “at least” three public officials or civil servants deliberately stop working or collectively resign, they face between three months’ to a year’s imprisonment and a fine of LE£100 (US\$14.49). The law doubles the penalty if the strike puts lives, health or safety at risk, “creates trouble or sedition” or damages “public interest.” Individual workers who “impede work” face six months’ imprisonment and a maximum fine of LE£500 (US\$72). Under Article 124bis, those abetting or encouraging strikes also face the same punishment. Amnesty International, “Egypt: Submission to the UN Committee on Economic, Social and Cultural Rights, 51st session, November 2013,” (2013), p. 11, at: <http://www.amnesty.org/fr/library/asset/MDE12/049/2013/en/b6ee8ee2-1399-4a17-96f8-522b43ca14ee/mde120492013en.pdf>.

⁷¹ “Full text of the Conclusions of the Committee on the Applications of Standards,” 102nd International Labour Conference, 5 July 2013, at: http://www.ilo.org/actrav/WCMS_217148/lang--en/index.htm#Egypt.

fire more than 1,000 workers.⁷² Two weeks later, the workers ended their strike after promises of a return to work, and releasing the three arrested workers in 22 August 2013.⁷³

It is not uncommon for both the owners of private businesses and the government to resort to violence in dealing with the demands of workers, with many examples in 2012 and 2013. For instance, the workers of *Faragello*, a food and beverage company, as well as the *Titan* cement company, were assaulted on 27 February 2012 by police; they were cornered inside a mosque to be attacked by police dogs and thrown from the second floor, before 18 of them were arrested. More than 150 were injured, including four with major injuries.⁷⁴

This large number of strikes came despite the much-criticized law issued in early 2012 banning the right to strike without prior notification of the authorities.⁷⁵ This was followed in November 2012 by Law 96 “for the protection of the revolution,” which, among other issues, once more criminalized strikes without prior notification of the authorities. The state prosecuted dozens of workers, including five from *Alexandria Container and Cargo Co.* who were sentenced in 2012 to prison terms ranging of 3 to 5 years, but later freed by the Muharram Beik Appeal Court on the 16 June 2013.⁷⁶

In response to these attacks on workers’ actions, many workers are resorting to forming new trade unions. Despite facing many obstacles, workers formed the many new trade unions by 2013, with membership exceeding 2.5 million workers. This is a remarkable number when compared to the 4 million worker members of the formal trade unions dating back to the mid-1950s.⁷⁷ However, many of founding figures of trade unions have been arbitrarily laid-off.⁷⁸

Workers at the Cargill-owned National Vegetable Oil Company in Alexandria established their union on 1 March 2012 in the wake of a dispute over the profit-sharing distribution to employees. Following the satisfactory resolution of the dispute, constructive industrial relations were established in the plant. This ended in August 2013 when the company brought in a new management team.

First, the new management announced that the agreements signed with the previous management were null and void, and that they would introduce a new employee-relations policy. Then they began harassing workers, looking for minor infractions, issuing warnings and threatening workers with dismissal.

To protest the arbitrary punishments and the deteriorating work environment, the workers held a sit-in on 15 December 2013. Management’s response was to shut the factory and put 84 workers

⁷² ECESR, 21 August 2013.

⁷³ Hussein, 22 August 2013.

⁷⁴ ECESR, 12 February 2013.

⁷⁵ CTUWS and EDLC undated; and Beinin 2013.

⁷⁶ Siham Shawada, “Patented container workers in Alexandria charge of the strike and causing losses to the company,” *al-Shorouk News* (Arabic) (16 June 2013), at: <http://www.shorouknews.com/news/view.aspx?cdate=16062013&id=ca694373-7bef-47cc-9465-df4debc6695f>.

⁷⁷ Charbel, 26 June 2012.

⁷⁸ ECESR, 1 January 2013.

(out of 122 in the plant) on extended leave. The workers continued the sit-in in the plant until 23 December, when thugs with attack dogs forcibly removed them.

While Cargill management prevented the workers from returning to their jobs, the workers maintained their picket in the factory parking lot. In defiance of the law, Cargill has begun issuing dismissal letters to workers. The factory reopened on 13 January 2014 with replacement labour.

III. ILO in Egypt

ILO presence in Egypt started since 1958. ILO’s Decent Work Team (DWT) for North Africa and Its Country Office (CO) for Egypt, Eritrea, Sudan and South Sudan are based in Cairo, and administers project offices located in five countries of the region. The ILO DWT/CO Cairo provides technical assistance and capacity building to the governments, workers’ and employers’ organizations on all issues concerning the world of work. It technically supports the ILO Country Office of Algeria, Libya, Morocco and Tunisia in Algiers. It reports to the Regional Office (RO) for Africa, in Addis Ababa (see Annex 7).

So far, the DWT is composed of specialists reporting, technically, to relevant departments in Geneva and, administratively, to the CO Director. The specializations currently offering technical backstopping to the North Africa region during the two biennia are as follows: Small Enterprise Development; Skills Development and Employability; Workers’ Activities (interfacing with ACTRAV Geneva); Employers’ (interfacing with ACTEMP Geneva); and International Labour Standards. Three approved DWT teams remain vacant; they are: Labour Administration and OSH; Employment; and Social Security.

In 2009, at the time of the arrival of the current CO director, there existed a single TC programme worth US\$2.5 million, and 19 staff members under regular budget, and three members under DWT. During 2010–11 & 2012–13 the CO situation differed with the number of TC projects growing from one to 14. The CO staff remains 19 regular staff supporting the director in the management, administration and finances of the ILO operations in the region. A technical team of now eight regional specialists (among which three are vacant posts) provides guidance and backstopping to ILO constituents and partners. Thirty-six national and international technical experts and 45 support staff members are currently implementing the technical cooperation (TC) portfolio (Annex 8). The total number of extra-budgetary staff supporting the CO are 88, and both the RBTC and XBTC are 104 in total. They are supporting an almost 20-fold project portfolio growth worth US\$44 million.

Table 3: CO Staff Distribution

DWT/CO Cairo Staff	Core Staff	Technical Cooperation
International Professional	06	11
National Professional	02	25
Support Staff	11	45

Total:	19	81
Egypt	19	49
Tunisia		22
Morocco		08
Khartoum		02
Total:	19	81
<i>Source: ILO, Cairo 2013 Annual Report</i>		

The ILO Strategy for North Africa (2011–2015), entitled “Employment for Stability and Socio-Economic Progress” guides the work of the Office in the region. The Strategy was approved by the labour ministries, employers’ and workers’ organizations of the region. Three key objectives were set within the frame of the strategy:

1. Creating opportunities for young women, men and the most vulnerable;
2. Empowering social partners and other stakeholders through social dialogue; and
3. Extending and improving social protection, especially for the most vulnerable.

Egypt within the ILO’s North Africa Projects’ Portfolio

The table below shows a total project portfolio size under the CO amounting to US\$51.1 million over the biennia. Egypt consumes 80% of the North Africa region TC portfolio with special emphasis on youth in Egypt compared to other countries in the region. This also goes in line with the participatory National Action Plan (NAP) contributed by the ILO CO and the agreed “Roadmap for Recovery and Decent Work for Egypt,” which came as a result of the high-level mission by ILO Director General Juan Somavía during March–April 2011 upon the 25 January 2011 first-wave of popular uprising.

Table 4: (Stock/Cumulative Aggregate) Technical Cooperation funding by strategic outcome (US\$) (2010–2013)

TC Strategic Outcome	Egypt	Tunisia	Morocco	Sudan & South Sudan
Labour Standards, FPRW and social dialogue	18,285,620	01,873,270	01,907,425	--
Jobs and skills	22,049,898	03,773,118	01,137,614	02,145,765
- of which focusing on gender	01,554,727	01,554,727	--	00,190,000
- of which focusing on youth	14,737,824	02,218,391	01,137,614	01,556,156
Total	40,335,518	05,646,388	03,045,039	02,145,765

The Egypt country project portfolio remains the biggest in numbers of support projects in the North Africa region within the study's biennia, and the country being evaluated under the HLE. Table 5 below is an affirmation of this statement, as follows:

Table 5: Projects in North Africa Managed from ILO Egypt CO

Serial	Country	No. of Projects (2010–11 & 2012–13)	Percentage of total NA Projects' Portfolio (2010–11 & 2012–13)
1	Egypt	14	52%
2	Tunisia	05	19%
3	Morocco	05	19%
4	Sudan	03	11%
5	Total:	27	100%
6	Regional Projects	04	15% (of 27 national projects)

ILO Egypt's National and Regional Projects Portfolio

In Egypt, a tripartite Decent Work Country Program (DWCP) for 2010–13 was drafted prior to the 25 January 2011 uprising. Its priorities were youth employment (to be addressed through labour market policies, employment creation through MSMEs, skills enhancement and sectoral work in tourism and textiles), social protection (with special focus on wages) and social dialogues (with an emphasis on the institutional setting and capacity building, and priority attached to freedom of association and collective bargaining). Despite subsequent developments, these priorities remain, with some adjustments in the emphasis on different elements and some new elements included in the projects that emerged throughout this review period (Annex 9).

The portfolio of ILO projects and activities in Egypt emerged within a *Roadmap for Recovery and Decent Work in Egypt* formulated in April 2011 as a result of an ILO high-level mission meeting with the Minister of Manpower and Migration (MoMM) (see Annex 10). A DWCP cannot be effectuated as it is preconditioned by: (1) adequate tripartite dialogue (rather than consultations); and (2) political stability, which were both rare in Egypt's context. A DWCP requires a political commitment on the tripartite constituents that was lacking. However, the timed Roadmap that was developed instead embodied 11 priority areas (and 35 tripartite work areas) as follows:

Table 7: Egypt Roadmap for Recovery and Decent Work for Egypt Priority Areas

1. Wages
2. Social dialogue and international labour standards
Employment (including job creation, skills development and matching/intermediation processes)
Labour market information and analysis
Social Protection (including social security, working conditions and occupational safety and health)

6. Restructuring of MoMM
7. Labour inspections and labour administration
8. Migration
9. Tourism
10. Agriculture
11. Child Labour

In response to the demands on the side of the GoE, given the revolutionary situation and rising labour strikes incidents and calls for decent work, ILO ParDev held an international conference in Geneva leading to an ILO Cairo expanded programme agenda that remained consistent with the identified priorities. The projects that were managed by the DWT for Egypt during the study biennia were as follows:

Table 8: DWT Projects in Egypt (2010–13)

PBO	SO	NAS O	CPO	Technical Sector	XB Symbol	Project Title	Scope	Funding (US\$)	Duration	Planned Eval.	Evaluation Type
3,10,15	Primary: Employment, Secondary: Dialogue Social	1,2	EGY802 - EGY106 - EGY153	Employment	RAF/12/01/FIN	The way forward after the revolution-decent work for women in Egypt and Tunisia	North Africa	3,10,453	01/06/2012-31/07/2015	3/15	Independent
7	Social Protection	3	Not yet linked	Social Protection	RAF/12/07/SDC	Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt	North Africa	1,930,000	01/12/2012-30/11/2015	5/15	Independent
14-10	ILS	2	EGY802 - EGY803	FPRW	EGY/07/03/USA	Promoting Fundamental Principles and Rights at Work and Social Dialogue	Egypt	2,900,000	01/04/2008-30/06/2014	5/14	Independent
1-2-3	Employment	1	EGY101 - EGY106 - EGY102	Employment	EGY/11/02/CAN	Decent jobs for Egypt's young people	Egypt	10,200,000	01/04/2011-31/03/2016	3-4/16	Independent
10-3	Primary: Employment; Secondary: Dialogue Social	1,2	EGY802 - EGY106	FPRW	EGY/11/03/USA	Creating a conducive environment for the effective recognition and implementation of fundamental principles and	Egypt	6,435,643	16/08/2011-30/09/2016	10/14	Independent

						rights at work in Egypt					
2-3	Employment	1	EGY103 - EGY106	Employment	EGY/11/04/AUS	Decent work for Egypt's Young People— tackling the challenge of young people in rural areas	Egypt	2,921,129	01/06/2012-31/12/2014	10/14	Independent
14-6-11	ILS	2	EGY803 - EGY902 - EGY1E GY/11/07/EGY52	Standards	EGY/11/06/USA	Promoting worker rights and competitiveness in Egyptian export industries (mid-term)	Egypt	10,000,000	01/10/2011-30/09/2016	11/14	Independent
2	Employment	1	EGY104	Employment	EGY/11/07/EGY	Transition to employment: Career guidance for youth and job creation	Egypt	953,135	01/05/2012-30/04/2014	N/A	Internal
3-16	ILS	1	EGY828 - EGY106	Governance	EGY/11/01/WFP	Combating worst form of child labour by reinforcing policy response and promoting sustainable livelihood and educational opportunities in Egypt	Egypt	2,562,115	01/01/2011-31/12/2014	1/14	
2-3	Employment	1	EGY103 - EGY106	Employment	EGY/12/02 DAN	Decent jobs for Egypt's young people— tackling the challenge together in Qalyubia and Menoufia	Egypt	1,616,695	01/01/2013-30/06/2014		

1-2-3	Employment	1	EGY101 - EGY106 - EGY102	Employment	EGY/03M/HSF	Human security through inclusive socio-economic development in upper Egypt	Egypt	804,212	01/06/2013-31/05/2014		
3	Employment	1	EGY106	Enterprise Development	EGY/08/50M/UN D	Dahshur world heritage site mobilization for cultural heritage for community development	Egypt	1,013,429	28/04/2009-30/04/2013		
3	Employment	1	EGY106	Enterprise Development	EGY/11/50M/UN D	Pro-poor horticulture value chains in Upper Egypt	Egypt	450,363	15/05/2011-30/09/2013		
2	Employment	1	EGY104	Employment	EGY/08/01/IT	Transition to employment—career guidance for youth and job creation	Egypt	1,005,800	01/10/2008-31/12/2012		

Table 8 above indicates that:

- The ILO CO held a portfolio worth US\$45,901,974, with 11% approximately in regional projects (US\$5,039, 453);
- Three projects expired during the study biennia at 5% (US\$2,469,592) of the total project portfolio;
- The project portfolio includes two regional projects (14%) of the total number;
- Seven (50% of portfolio number) projects related to the employment sector; two projects (14%) in enterprise development; two projects (14%) in FPRW; one (7%) project on standards; one (7%) project on governance; and finally one (7%) on social protection;
- Most project evaluations are unavailable at the time of the HLE as the biennium has just closed, with only three evaluations are available to the Expert at the time of the conclusion of the HLE case study;
- Projects with a value worth less than US\$300,000 are evaluated internally by the Programme and M&E Unit at ILO CO. At times this rule is not implemented in case of donor's requests;
- Project number 6 above, will be terminated by end of December 2014, due to the unexpected Australian pull out from development aid in Egypt;
- Project number 9 above will run a joint evaluation with WFP;
- Project number 10 above was interrupted due to maternity leave of officer, and now it is being resumed;
- Only two closed projects funded by the MDG-F had their evaluations; other evaluations for projects within the biennia will be concluded at dates beyond the HLE completion date.

The Egypt TC projects' portfolio is linked to ILO Geneva's and the Country's Objectives. Interviews have indicated that links to North Africa regional strategic objectives are tied to concluding joint activities for more than one North Africa country; that is to say, regional projects (i.e., the first two projects listed in Table 6 above), which serve more than one country, but may not have joint activities. Therefore, they are not linked to the regional strategy and are not reported on according to the Addis Ababa Regional Office (RO) procedures. Accordingly, global and national objectives are reporting criteria, while regional objectives remain unreported. The national evaluation consultant and programming staff worked out together column 3 (NASO).

Another observation is that the DWT Specialists devised their own needs assessment model prior to the drafting of project concept notes and documents, which they find handy (i.e., not an ILO model). Such tools should be devised centrally and a repository of knowledge on project needs assessments be placed for national, sub-regional, regional, and global usage and standardization.

An Overview of Egypt Projects' Funding Allocation, Expenditure and Delivery Rates

Table 6 below shows least project delivery rates in 2011 (the year of the first uprising), with trends on the upside toward 2013 where the second-wave of popular uprising led to 30 June 2013 military takeover.

Table 6: Funding Allocation, Expenditure and Delivery Rates

Item/Year	2010	2011	2012	2013
Allocation	n.a.	USD3,600,000	USD8,000,000	USD8,563,000
Expenditure	n.a.	USD1,000,000	USD3,600,000	USD6,591,000
Delivery Rate	n.a.	28%	38%	75%

From the data in Table 6, it should be noted that:

(1) For 2010, the IRIS central tracking system erases all financial information, and no backup exists at the CO level. Project officers are contracted for the term of projects and depart upon project completion without a trail or institutional memory system.

(2) All figures are approximations extracted directly from projects without validation.

1.2. Challenges faced by the ILO

However, it has to be pointed that none were able to get passed due to country situation; namely, a parliament for the period of six months within a 3-year period, five presidents in four years, seven MoMM ministers within the same period. With the election of the new president, a new Cabinet will be appointed in the coming period.

In Egypt, many ILO CO staff have overworked throughout an expanded, unforeseen and unprecedented project portfolio increase during the exceptionally challenging review period. Sufficient evidence supports the finding that cost efficiency could be improved, while noting some projects are overstaffed, whereas others are understaffed.

No database yet exists for the region to capture needed information on capacity-building activities, monitoring outcomes and follow-up. This is despite training and capacity-building objectives with significant projects investments. Therefore, a country-wide or cross-regional assessment of efficiency, duplication or effectiveness of these activities is not possible.

IV. Key findings on evaluation criteria with reference to the questions in the evaluation ToR

Relevance

The ILO projects and activities during the HLE period of the two biennia (2010–11 and 2012–13) have focused on areas of principal concern with relevance to the ILO mandate, P&B Outcomes and *Strategy for North Africa, 2011–2015*, as well as CPOs, all of which also have resonated with the priorities and concerns of the government’s national schemes and programmes for development, despite the dramatic political shifts of the period. That is to say that, while government institutions often lacked the desired capacity and continuity, the priorities of Decent Work and the needs for employment, social protection and social dialogue remained constant throughout the period.

While ILO reiterated these priorities in its *Strategy for North Africa, 2011–2015*, as well as in greater detail in country-specific roadmaps, those instruments are not mentioned in current reporting. Nor does ILO have a mechanism for reporting against these strategy instruments. However, these documents have helped channel the more-complex P&B Outcomes in a more reader-friendly format for constituents, project partners, the general public and donors.

Shortly after the release of these planning instruments in the middle of the first biennium, ILO experienced a surge in donor interest and support for its programmes and specific projects in the sub-region. However close the tripartite constituents came to developing Decent Work Country Programmes at the beginning of that biennium, none has been concluded to date. Thus, no DWCP has supplanted these programming references.

While the CPOs and higher strategies address the sub-region's changes with a sense of urgency, other priorities remain constant. Migration and its cohort, human trafficking, are tremendously important issues across Egypt and neighbouring countries. Migration and decent work, including working conditions, labour administration, social protection and social dialogue are all urgent subjects of needed development assistance, as well as employment for women and youth. These are reflected in balance within the P&B Outcomes for each biennium.

ILO interventions have met, at least in part, the sub-region's common deficit of decent work efforts by governments to facilitate entrepreneurship, formulate appropriate policy, enforce ILS and norms, or build the necessary cultural of citizenship participation to uphold social dialogue. It could be said that, in any region, the exerted effort is never sufficient, but the relevance of ILO strategies and activities in Egypt is clear.

Independent project evaluations show that projects in Egypt have established reasonable relevance to the ILO mandate and the constituent partners' priorities. Programming adhered to the national context and development goals. The selected CPOs were relevant to the country's (and regional) needs, and each of the outcomes was strategically aligned to relevant P&B indicators.

The DWA support for Egypt has been highly relevant, with direct links to 10 of the 19 global P&B Outcomes. The projects and activities also are well aligned with the UNDAF framework. In the interim of the challenging environment of two uprisings, the Egypt CO responded by the largest projects' portfolio ever during the review period. Focus was given to employment (10 projects, representing 71% of total number of projects) were aligned with the government priorities at the national and local levels in all countries included in this evaluation.

ILO Egypt has found it relevant to exercise an entry point in the development of national employment strategy, which also has served as an entrée to tripartism and Social Dialogue in addressing this national priority. However, as relevant as this approach is, and still can be, the period has been wrought with instability with the frequent changes of government that have seen seven ministers of MoMM in the past three years and weak national institutions.

Where Egypt has had a National Council for Wages in place well before this evaluation period, its standards generally have met no effective enforcement. In light of the needs for adjusting the

minimum wage, consulting with the Finance Minister in 2011, ILO held a minimum-wage clinic, imparting to constituents the importance, means and impact of minimum wage. In September 2013, the new interim government proposed to increase the minimum wage for public-sector workers (to take effect as of January 2014).⁷⁹ Among three workshops within the period on wages, ILO brought minimum wage experts in December 2013 to help unify the civil-service wage system, whereas each ministry has a separate formula.

“The way forward after the revolution-decent work for women in Egypt and Tunisia” project⁸⁰ is highly relevant in addressing the severe deficit in decent work for women, deepened as a result of the economic downturn. The project objectives are in line with the draft Decent Work Agenda and *Roadmaps* in Egypt and Tunisia (mainly, social dialogue and skill building and employment for youth and women), and linked to P&B outcomes 1, 2, 3, 4, 9, 10, 11, 12, 17, and 18. The project inception phase confirmed the relevance of its strategy and logical framework. Only minor changes were introduced during implementation.

For example also, the project “Pro-poor Horticulture Value Chains in Upper Egypt”⁸¹ was highly relevant in the context of a MDG-F project designed and implemented jointly by UN organizations, with UNDP as the lead agency, UNIDO, ILO and UN Women “delivering as one UN.” The joint project is highly relevant to both UN priorities and national country priorities, especially GoE orientation to prioritize investment and development programmes in Upper Egypt. The project aligns also with National Priorities 3 and 4: Improve income levels and care for limited income citizens, and improve the standard of living of citizens and upgrade services. The joint project is geared to beneficiaries’ needs and was designed to address identified gaps in previous projects, in cooperation with implementing agencies and stakeholders as verified by baseline investigations. The project also serves three MDGs, in line with UNDAF, as well as the ACI of ensuring DW in rural areas. However, the initial strategy for the value chain was incomplete and the pro-poor approach continues to be unclear.

The “Transition to Employment—Career Guidance for Youth and Job Creation” project⁸² has demonstrated relevance to country needs and national policy of youth employment. Among the lessons learnt was how more exposure to international experiences has affected target groups positively. However, this has to be coupled with increased national potentials, so advocacy at government level is much needed to boost youth employment and active labour market policies (ALMPs) at country level.

The project RAF/12/01/FIN: The way forward after the revolution-decent work for women in Egypt and Tunisia (01/06/2012–31/07/2015) proved to be highly relevant toward filling the severe gaps on women decent jobs, further escalated as a result of the “Arab spring.” The project objectives are in line with the draft Decent Work Country Programmes in Egypt and Tunisia (mainly, social dialogue and skills building and employment for youth and women) and linked to P&B outcomes 1,2, 3, 9, 10, 11, 12, 17, and 18. They are in line with UNDAF priorities on poverty reduction and assistance to the most-vulnerable groups including women; improvement

⁷⁹ “The Government’s Program for Economic Development and Social Justice during the Transitional Period,” 12 September 2013.

⁸⁰ RAF/12/01/FIN), 1 June 2012–31 July 2015.

⁸¹ EGY/11/50M/UND, 15 May 2011–30 September 2013.

⁸² EGY/08/01/IT, 01 October 2008–31 December 2012.

of the institutional setting; decent employment creation; and economic and social empowerment of women (1.4). The project inception phase confirmed the relevance of the project strategy and logical framework. Minor changes were introduced to some outputs in the interim of implementation to meet needs.

RAF/12/07/SDC: Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt (01/12/2012–30/11/2015) is relevant and timely, as better governance of labour migration is crucial in a “country of origin” for so many migrant workers. Institutions and social partners need to be better equipped to make sure migrant workers' rights are protected.

The objectives of EGY/07/03/USA: Promoting Fundamental Principles and Rights at Work and Social Dialogue (01/04/2008–30/06/2014) showed itself to be relevant, coherent and aligned to national priorities,

EGY/11/02/CAN: Decent Jobs for Egypt's Young People (01/04/2011–31/03/2016), EGY/11/03/USA: Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt (16/08/2011–30/09/2015) and EGY/11/04/AUS: Decent Work for Egypt's Young People—Tackling the Challenge of Young People in Rural Areas (01/06/2012-31/12/2014) remain highly relevant and synchronizes with the rationale of the 25 January 2011 and 30 June 2013 uprisings.

EGY/11/06/USA: Promoting Worker Rights and Competitiveness in Egyptian Export Industries (01/10/2011–30/09/2016) is very important to Egypt in general and to stakeholders, as the MoMM inspection system needs fortification, and suffering from deficiencies in basic infrastructure (vehicles, information systems and databases etc.), and the technical staff (labour and OSH) inspectors need heavy training investments to rebuild capacities.

The factories affected in the field were affected severely by the political situation in the country, the commitments for the delivery orders in the factories were threatened by workers and their increasing demands, the industrial relations is suffering and the confidence between employers and workers, social dialogue was on high demand, and collective bargaining needs a lot of work until it reaches an acceptable level.

EGY/11/07/EGY: Transition to Employment: Career Guidance for Youth and Job Creation (01/05/2012–30/04/2014) is very relevant to country needs, youth employment is on the policy agenda and program of the GoE, especially after the uprisings.

However, it is important to form a larger body to collect all PES offices under one umbrella, like the models in Italy, France (Pole employ) and Turkey, otherwise these kinds of projects will start and end with changes that may dissipate or vanish as time goes by if not nurtured or improved upon. More exposure to international experiences have a positive effect on target groups, but this has to be coupled by increasing national capacities, so advocacy at government level is highly needed to boost youth employment and ALMP at country level.

EGY/11/01/WFP: Combating Worst Forms of Child Labour by Reinforcing Policy Response and Promoting Sustainable Livelihoods and Educational Opportunities in Egypt (01/01/2011–31/12/2014) has very high relevance, because of the importance of the child labour issue.

EGY/03 M/HSF: Human Security through Inclusive Socio-Economic Development in Upper Egypt (01/06/2013–31/05/2014) has a special relevance to the Egypt and transitional context. It fills a long-standing gap in local participation in public affairs and seeks to provide new and innovative models of practical application toward local administration/government in a country that is devoid of local government, and where local administration has been absent for three years.

The relevance of EGY/08/50M/UND: Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development (28/04/2009–30/04/2013) relates to the local community and context of Egypt. It complies with UNDAF matrix for Egypt and the 2020 plan for Cairo Improvement. The Ministry of Tourism and Ministry of Antiquities, and Ministry of Environment were hard hit with severe budget cuts since the 25 January 2011 uprising. The biggest challenge for the sustainable and successful management of the heritage site in Egypt is its complete isolation from the community that is living there, either in the vicinity or directly on the heritage site. The official authorities in charge of the heritage sites are constantly annoyed by the communities. It goes without saying that this creates hostile relations and the communities are trying to get benefits of their vicinity not always in right ways. The extreme cases are the looting of the heritage sites orchestrated and implemented by community members, while the more usual cases are the complete neglect of some protection and conservation standards versus immediate, not very sustainable and not very high, income or indirect benefits of an over-exploitation of the site. The project was designed to address the very issue of community involvement in the protection, conservation, management and tourism enhancement of the heritage site and of the surrounding natural resources.

EGY/08/01/IT: Transition to Employment—Career Guidance for Youth and Job Creation (01/10/2008–31/12/2012) is very relevant to country needs, youth employment and matches with national policy for youth employment

EGY/11/50M/UND: Pro-poor Horticulture Value Chains in Upper Egypt (15/05/2011–30/09/2013) is also highly relevant (in the context of MDGf project was designed and implemented jointly by Un organizations UNDP lead agency, UNIDO, ILO and UN Women). The JP is highly relevant to the UN priorities and national country priorities as well. The UN called for proposals under the MDG-F 6 Thematic Window: Development and the Private Sector. The JP is in line with GOE orientation giving priority to Upper Egypt in the investment and development programmes. Also with National Priorities 3 and 4: Improve income levels and care for limited income citizens, and improve the standard of living of citizens and upgrade services. The JP is geared to beneficiaries needs; it was designed based on identified gaps by former projects, in cooperation with implementing agencies and stakeholders which was then verified by baseline investigations. The programme was based on serving three MDGs, in line with UNDAF as well as national priorities relating to development in Upper Egypt and rural areas specifically. In particular, the SALASEL JP has been relevant in supporting the horticulture value chain in Upper Egypt, but the initial strategy for the value chain was

incomplete and pro-poor approach continues to be unclear. The SALASEL JP also has been relevant according to the UNDAF priorities, the MDG goals and the MDG-F thematic window, and in "Delivering as One."

The project has generated important knowledge about how to develop the horticultural value chain in Upper Egypt. It would have benefited from a broader pro-poor approach and longer implementation period. The use and dissemination of results by governmental partners is the key for its long-term impact.

Coherence

Reporting regionally is not automatically tied to the existence of regional projects that involve more than one country within the same region; however, this is tied to joint activities using the same technical tool for delivery for several nations. Accordingly, the North Africa strategy and its strategic objectives are not considered with other objectives that relate to PBO, CPOs and UNDAF (see three North Africa strategic priorities above: Employment; Social Dialogue; and Social Protection). Instead projects are linked to one or more of the ILO's global 19 P&B Outcomes and relevant indicators, as well as to the related Country Programme Outcomes (CPOs). Most of the TC portfolio is tied to the UNDAF country priority that was added as a result of ILO's contributions on "decent work/employment," with a code of 1.4.

In addition, projects will have to be tied to ILO's pillars of the organizational strategic framework:

- Employment
- Social Protection
- Social Dialogue
- ILS

Effectiveness

Cooperation with Development Partners

The ILO CO-Cairo has been an active player with the UN family and development partner organizations operating in Egypt. The crisis situation that was looming over the Country may have contributed to more concerted efforts. For example, under the UNDAF framework and the Development Partners Group (DPG), the ILO co-Chaired the UN Poverty and Employment Working Group together with the UNRC and UNDP Resident Representative. This Group included: UN Habitat, WHO, UNWomen, UNICEF, IOM, UNIDO, FAO, and IFAD. The ILO CO partners with the UN Country Team (UNCT) in policy dialogues with the UN family, donors and community on areas of interest, such as social protection, the informal economy, Local Economic Development initiative--LED (specifically with UNDP and UNIDO), among many others. The ILO CO active participation in the UNDAF process led to the incorporation of Youth

Employment for the first time as an area in need of country support. Few other examples of cooperation with the development partners' community in Egypt to list over the biennia (2010-11 & 2012-13) are briefly displayed in the following lines:

Initiative with the World Bank

A World Bank (WB) Initiative dubbed the “Development Marketplace” initiative evolved in late 2011, initiation of implementation started in 2012, and officially launched in June 2013. This is a worldwide initiative which is meant to stimulate economic growth through developing local enterprises, especially in agriculture and handicrafts. In the beginning, the WB was intending to focus on Upper Egypt governorates, which is plausible on poverty indices. The ILO CO has convinced the WB to seek a wider coverage and start a snowballing effect. Each grant amounted to US\$25,000 and can be geared to agriculture/handicrafts, social entrepreneurship, and enterprises and NGOs. In collaboration with the WB, the ILO CO widened geographic coverage to al-Minya, Aswan, Port Said and the Red Sea, where the Office has the necessary presence, contacts and expertise. ILO CO trained potential beneficiaries on “proposal writing.” The ILO CO was able to disburse all tranches in the selected governorates, whereas the WB was unable to disburse any. ILO disbursement came with the strong ownership and engagement of local directorates (*mudiriyat*).

Cooperation with GIZ

The ILO CO partnered with GIZ in conducting a major conference on “Active Labour Market Policies,” that was attended by around 100 persons from the different Egyptian ministries and the Social Fund for Development (SFD). The conference topics spanned a wide array of issue relevant to the Egyptian economy; e.g. career guidance; labour market information system; and public works; M&E of active labour market policies. After then, an Egypt Youth Employment Forum was established on 24 March 2013, and the conference recommendations adopted. MoMM first undersecretaries are requesting the Career Guidance Project to continue. Another type of cooperation between ILO CO and GIZ came in the form of development national employment policies. A fast-track approach was used, among which was the development of a journal called “Shoghlana” (or “big job” in Egyptian slang). ILO CO is taking over the production of this journal, which is a valuable tool for job seekers and employers, containing information on how to write an effective CV, rights and duties of employers and employees etc. On 25 June 2014, ILO CO and GIZ are bringing about all donors on a job fair together with employers to broker jobs for the youth.

Cooperation with the EU

Based on the success story of the Decent Jobs Employment Project, ILO CO embarks on cooperating with the EU on replicating activities in other governorates, where ILO interventions were not used. The plan is to acquire from the EU an additional 10–15 million Euros for replicating activities in three more governorates during the coming year 2015. Discussions are currently underway.

Plans with IOM

The ILO CO is under current discussions with the International Organization for Migration (IOM) to partner on a new value-chain project in the handicrafts sector. The Office managed to acquire a marketing outlet for products in the touristic promenade in Sharm El Sheikh. The CO completed a needs assessment, and the value-chains are lined up fully. It is possible that IOM may deliver equipment and a revolving fund. ILO CO developed the project's modality and is offering TA under the project. There are plans to collaborate with "Masr al-Khair" in order to disburse funding needed by handicrafts projects, and ILO CO is embarking on developing synergies among beneficiary projects.

UNIDO al-Minya

The UNIDO-project entitled: "Egyptian Medicinal and Aromatic Project-EMAP" is meant to improve cultivation techniques. ILO CO is offering the EMAP TA through advice on generating value chains that generate additional employment opportunities for the neighbouring population. This should support the EMAP development interventions.

UNDP

The ILO CO is cooperating with UNDP via the Information and Communication Technology (ICT) Trust Fund with Egyptian Ministry of Communications and Information Technology (MCIT) to generate entrepreneurs in the IT sector. ILO CO availed the Know About your Business (KAB) toolkits. They were Arabized by the ILO Cairo and it is intent to upload them on MCIT's website.

The ILO Office works with UNDP, CIDA and the Social Development Fund to offer entrepreneurs business development, technical and management services. The ILO CO works as well with UNDP through the "Nida'a" Initiative for the economic empowerment of women and youth. The ILO CO offered ToT services. The strategic approach employed by the ILO CO vis-à-vis the UN family and donor community is based on complementarity approach.

Partnerships with National Institutions

During the biennia, ILO CO managed to forge strategic partnerships with key national institutions, as follows:

Table 9: Examples of National Institutional Partnerships

National Government Entities
Ministry of Manpower and Migration (MoMM)
Ministry of Justice (MOJ)
Ministry of Communication and Information Technology (MCIT)
Ministry of Planning (MoP)
Ministry of International Cooperation (MIC)
Ministry of Foreign Affairs (MOFA)
Ministry of Trade and Industry (Training Council and Productivity Vocational Training

Department (PVTD)) Ministry of Education (MoEd) Ministry of Agriculture and Land Reclamation (MoLR) Central Agency for Public Mobilization and Statistics (CAPMAS) Social Fund for Development (SFD)
Subtotal: 11
Local Government Entities: Governorates Governorate Offices of the Red Sea, Aswan, Port Said, Al-Minya, Aswan, Assiut, Sohag, Fayoum and Sharqiyah.
Subtotal: 9
Trade Unions, Federations and Chambers Egyptian Federation of Independent Trade Unions (EFITU) Egyptian Trade Unions Federation (ETUF) Egyptian Democratic Labour Conference (EDLC) Federation of Industries (FEI) Chamber of Building Materials Chamber of Industries
Subtotal: 6
National Councils National Council for Women (NCW) National Council for Childhood and Motherhood (NCCM) National Council for People with Disabilities
Subtotal: 7
Universities Cairo University South Valley University Port Said University Al-Minya University Aswan University
Subtotal: 5
CSOs 20 CSOs in al-Minya 13 CSOs in Bani Swaif, Assiut, Suhag, Luxor, Qena and Sharqiah 12 CSOs in Red Sea 11 CSOs in Port Said 08 CSOs in Aswan
Subtotal: 64
Grand Total: 147

“The way forward after the revolution-decent work for women in Egypt and Tunisia” is adopting an integrated strategy and seeking coherence at different levels:

- With other ILO projects: joint, synergized activities with the employment projects (in Aswan-Egypt with the Aus-Aid funded project; on trade unions with the Social Dialogue project in Tunisia, etc.)

- The project is also seeking integration along its four immediate objectives and with its different partners : (i) the work of women in the “informal sector” is a priority for the downstream as well as the up-stream level interventions; (ii) the activities in the field are presented and discussed at the national level (examples: participation of the project beneficiaries in a meeting on a related subject co-organized by the Workers' and the Enterprise specialists; validation of the study on the situation of women working in the aromatic and medicinal herbs sector in a national workshop); iii) regular sharing of experiences between partners working in the same geographical area or between partners in Egypt and in Tunisia.
- Regular coordination with the ILO DWT specialists (the involvement of the Employers' specialist helped in getting the support of the employers' organization; other examples of support were provided by the DWT Workers' specialist; as well as by the Enterprise, Skills, Standards specialists in other areas. However, more is still needed in the area of social protection. Integrated approaches are being adopted, making use of different ILO instruments: For example, the implementation agreement with CEFD combines the gender approach (training on Gender Links to Value Chain Analysis), with the promotion of cooperatives (creation of two cooperatives and training beneficiaries on My.Coop), and building of women business skills (get Ahead Training), in addition to the provision of other direct services and legal assistance (support in marketing, IDs for bedouin women, etc.). The project is giving particular attention to developing models of intervention that can be up-scaled/replicated (especially in the case of Egypt) and that can thus help addressing the implementation challenges at the policy-level.
- Integration between the project's components in Egypt and Tunisia: Opportunities for sharing of knowledge and experiences between Egypt and Tunisia were identified, namely with regards to the progress achieved through the partnerships established with the social partners in Tunisia during the first year of implementation on one hand; and through the grassroots level interventions in Egypt on the other hand. Women working in the aromatic and medicinal herbs sector are being targeted in both countries.
- “Improving governance of labour migration and protection of migrant workers’ rights in Tunisia, Morocco, Libya and Egypt” shows coherence in its close coordination with IOM is ensured throughout the implementation. OHCHR is the main project partner; although currently not present in Egypt, it will be involved in the project once it is.

The Decent Jobs for Egypt’s Young People”” project demonstrates coherence in several aspects:

- Cooperation with the World Bank on the Development Marketplace Initiative in agriculture and handicrafts. Project widened governorates: Port Said, al-Minya, Aswan and Red Sea;
- Cooperation with GIZ through concluding a major conference on Active Labour Market Policies attended by 100 persons, SFD and all ministries;
- Cooperation with EU for expanding the number of governorates (i.e., three more);
- Cooperation with IOM: Using a value chain approach in the handicrafts sector. Project contributed a needs assessment;

- Cooperation with UNIDO: In al-Minya through the Egyptian Medicinal & Aromatic Project to improve cultivation techniques;
- Cooperation with UNDP: Work is also joint with MCIT in the ICT TF whereby the project offered the Arabized KAB toolkit to be launched on MCIT website;
- Cooperation with UNDP via the Nida'a Initiative: project worked on ToT for economic empowerment of youth and women;
- Cooperation with CIDA: project offers support to Egypt and Morocco.

The Promoting Worker Rights and Competitiveness in Egyptian Export Industries” project is working in line with other projects within the ILO CO; the project principles is also coherent with some UN organizations like the UN global compact, and some international developmental organizations such as GIZ. Among the lessons learned is the need for more exposure to international experiences have a positive effect on target groups, but this has to be coupled by increasing national capacities, so advocacy at government level is highly needed to boost youth employment and ALMP at country level. Also, more NGOs need to be involved, since MoMM lacks capacity.

Notably, the “Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development” is a result of the partnership between the following UN members: UNESCO, ILO, UNWTO, UNIDO. Also coherent with other UN development actors is the “Pro-poor Horticulture Value Chains in Upper Egypt,” as pointed out in the comment on relevance)

In some projects, such as “Transition to Employment: Career Guidance for Youth and Job Creation,” a longer period of time is needed to be able to see concrete results as the change of behavior and attitudes takes time given the national context and transition environment.

“Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development” project’s showed a successful approach, especially on the operational level, including all agencies in decision making and implementation process as well as including the national counterparts and beneficiaries. Empowering champions and innovators was a realistic and effective strategy. Farmers certification in accordance with GlobalGAP generated credibility and tended to open national and international markets (a total of 52 farmers were certified as producing according to GlobalGAP option2—40 tomato farmers in Luxor and 12 farmers in Bani Swaif. The PHC Beni Soliman and PHC Bayhoo were ISO 22000 certified). Women-related activities via Misr al-Khair was another evidence on effectiveness in increasing "women self-confidence" as entrepreneurs, though has not arrived to the certification stage of the Gender Equity Seal as in Mexico.

Capacity Building Activities

Over the biennia, the ILO CO Arabized and tailor-made many contextualized best practice capacity-building tools that were regarded by tripartite constituents as effective and user-friendly tools. Some are:

Table 11: ILO Training Tools Used in Egypt

Enterprise, Skills and Employment	Workers, Employers, Social Dialogue and Standards
Guide for Formulation of National Employment Policies Know About Business Online Programme GET Ahead for Women in Enterprise (GET Ahead) Start and Improve Your Business (SIYB)— Trial Version Generate your Business Idea (GYB) Start Your Business Manual (SYB) Local Economic Development (LED) My Coop Social Enterprise Development Entrepreneurial Skills for Agribusiness (ESAB), including Technical Modules on: Compost Production, Packaging Agro food Products, Green House Nurseries Start Your Waste Recycling Business Business Skills for Artists and Artisans	”Putting Your Message to Work” Toolkit (freedom of association and collective bargaining for trade unions) Training of Judges on International Labour Standards Handbook Guide on Implementing the Maritime Labour Convention, 2006: Model National Provisions Labour Law Guide for Domestic Workers

Having said that, CO does not retain or maintain a database for trainees; nor has it concluded a training effectiveness study on the impact of the capacity building activities delivered.

Egypt Projects’ Capacity Building and Evaluation

It is worth noting that both the capacity building activities, evaluation criteria, project’s challenges, concerns, risks, recommendations and lessons learned were extracted from the DWT Specialists, CTAs, NPCs, programming staff and a variety of progress reports and tables for 2 reasons:

1. The 2 biennia under study have just terminated, therefore no evaluation reports are available for the projects, except for those which expired at an early point in the biennia.
2. Capacity building activities for projects are not readily available through a database dedicated for trainees and training programmes.

DWT and dedicated Projects' teams assisted in the generation of the following key documents:

- Draft Labour Code
- Review of the Trade Union Law
- Roadmap for Cooperatives
- National Action Plan on Child Labour
- National Action Plan for Youth Employment

Policy Guidelines and Working Papers Produced

Within the biennium of the HLE, the following policy guidelines and working papers were commissioned by the CO:

Labour Market Developments and Policies in Egypt

Egyptian Labour Market in Times of Transition: Which Role Can Active Labour Market Policies Play?

Legal Review of the Apprenticeship Systems (MoMM)

Informal Apprenticeship in Micro and Small Enterprises

Review of the Licensing System (MoMM)

Skills for Green Jobs

Legal Review of Child Labour in Agriculture

Roadmap for Cooperatives in Egypt

Aswan Agricultural Sector Mapping

Red Sea Handicrafts Sector Value Chain Mapping

Mainstreaming Gender in Value Chain Development (VCD)

VCD for Decent Work

SYB Adaptation of the tool 2013, 2 TOTs in early 2014.

Efficiency

Evaluation System & Delivery Rates:

As with other UN specialised organisations and development partners, performance and delivery rates are still measured by allocation versus expenditure by projects and components, rather than performance. From this criterion, the ILO Egypt CO delivery rates are provided in Table 7 below.

The table below indicates that many projects had a delayed start-up, although most delivered fully. This is attributed to many reasons, including delay in recruiting CTAs, issues with donors and transfers (administrative, financial and procurement procedures), the overall political context and continuous security alerts from Geneva.

The evaluation "management" is a function that was undertaken by the Programming Unit (PU) in Cairo Office. Since its inception, the PU carries out its assigned functions without a written mandate and is understaffed given the array of tasks it undertakes. The activities the PU tackles include, but are not limited to, the following:

- Any ad hoc activity assigned by the country director (of CO)
- All types of support to arriving high-level missions
- Providing socio-economic debriefings to visitors
- Liaising with government counterparts
- Provide the institutional memory of the CO
- Arranging and organizing big events

- Technical procurement for projects to support the effectuation of implementation agreement

The PU manages the flotation of bids for project evaluations. In light of an ILO zero-growth budget from 2005–6 to date, the PU employed the services of three staffers: One senior programming officer, one programme assistant, and a third administrative assistant (the latter is PSI-funded). In June 2014, a senior programming assistant joined the CO PU Team to support the exponential growth in operations.

In 2010–11 and in Africa, three evaluation officers were announced to be assigned by ILO on the continental scale as national professional posts. The CO country director assigned the senior programming officer in her competences to perform evaluation duties. With an evaluation manager assigned in Addis Ababa (RO), an Egyptian counterpart would be represented in the person of the senior programming officer, while evaluations are recruited externally/independently using the ILO policy contained in evaluation manuals. The PU concludes monitoring project activities through progress reports.

Reports generated by the PU are mainly of two types:

- Tied to UNDAF (a 3–4 years cycle): Periodicity is annual, mid-term and final
- P&B/CPO and OBW are tied to each biennium: Periodicity is bi-annual for internal usage; and at end of each biennium for external usage
- North Africa Strategy: No reporting requirement.

Table 10: Egypt's Portfolio Delivery Rates (2010–11 & 2012–13)

Project Information	2010 (US\$, %)	2011 (US\$, %)	2012 (US\$, %)	2013 (US\$, %)
1. RAF/12/01/FIN: The way forward after the revolution-decent work for women in Egypt and Tunisia (01/06/2012-31/07/2015)	Allocation: 1,010,000 Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 12,994 Expenditure: 12,994 Delivery Rate: 100%	Allocation: 626,157 Expenditure: 626,157 Delivery Rate: 100%
2. RAF/12/07/SDC: Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt (01/12/2012-30/11/2015)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 143,690 Expenditure: 143,690 Delivery Rate: 100%
3. EGY/07/03/USA: Promoting Fundamental Principles and Rights at Work and Social Dialogue (01/04/2008-30/06/2014)	Allocation: 509,420 Expenditure: 509,420 Delivery Rate: 100%	Allocation: 335,217 Expenditure: 335,217 Delivery Rate: 100%	Allocation: 713,204 Expenditure: 713,204 Delivery Rate: 100%	Allocation: 477,709 Expenditure: 477,709 Delivery Rate: 100%
4. EGY/11/02/CAN: Decent Jobs for Egypt's Young People (01/04/2011-31/03/2016)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 162,487 Expenditure: 162,487 Delivery Rate: 100%	Allocation: 1,474,427 Expenditure: 1,474,427 Delivery Rate: 100%	Allocation: 1,752,751 Expenditure: 1,752,751 Delivery Rate: 100%
5. EGY/11/03/USA: Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt (16/08/2011-30/09/2015)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 454,936 Expenditure: 454,936 Delivery Rate: 100%	Allocation: 1,137,142 Expenditure: 1,137,142 Delivery Rate: 100%
6. EGY/11/04/AUS: Decent Work for Egypt's Young People—Tackling the Challenge of Young People in Rural Areas (01/06/2012-31/12/2014)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 42,105 Expenditure: 42,105 Delivery Rate: 100%	Allocation: 543,728 Expenditure: 543,728 Delivery Rate: 100%
7. EGY/11/06/USA: Promoting Worker Rights and Competitiveness in Egyptian Export Industries (01/10/2011-30/09/2016)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 575,219 Expenditure: 575,219 Delivery Rate: 100%
8. EGY/11/07/EGY: Transition to Employment: Career Guidance for Youth and Job Creation (01/05/2012-30/04/2014)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 31,916 Expenditure: 31,916 Delivery Rate: 100%	Allocation: 225,635 Expenditure: 225,635 Delivery Rate: 100%
9. EGY/11/01/WFP: Combating Worst Forms of Child Labour by Reinforcing Policy Response and	Allocation: ?? Expenditure: ??	Allocation: ?? Expenditure: ??	Allocation: ?? Expenditure: ??	Allocation: ?? Expenditure: ??

Promoting Sustainable Livelihoods and Educational Opportunities in Egypt (01/01/2011-31/12/2014)	Delivery Rate: ??	Delivery Rate: ??	Delivery Rate: ??	Delivery Rate: ??
10. EGY/12/02 DAN: Decent Jobs for Egypt's Young People—Tackling the Challenge Together in Qalyubia and Menoufia (01/01/2013-30/06/2014)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 30,137 Expenditure: 30,137 Delivery Rate: 100%
11. EGY/03 M/HFSF: Human Security through Inclusive Socio-Economic Development in Upper Egypt (01/06/2013-31/05/2014)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 22,061 Expenditure: 22,061 Delivery Rate: 100%
12. EGY/08/50M/UND: Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development (28/04/2009-30/04/2013)	Allocation: 150,401 Expenditure: 150,401 Delivery Rate: 100%	Allocation: 143,062 Expenditure: 143,062 Delivery Rate: 100%	Allocation: 84,453 Expenditure: 84,453 Delivery Rate: 100%	Allocation: 37,142 Expenditure: 35,918 Delivery Rate: 96.07%
13. EGY/11/50M/UND: Pro-poor Horticulture Value Chains in Upper Egypt (15/05/2011-30/09/2013)	Allocation: -- Expenditure: -- Delivery Rate: --	Allocation: 179,071 Expenditure: 179,071 Delivery Rate: 100%	Allocation: 430,222 Expenditure: 430,222 Delivery Rate: 100%	Allocation: 396,507 Expenditure: 350,480 Delivery Rate: 88.39%
14. EGY/08/01/IT: Transition to Employment—Career Guidance for Youth and Job Creation (01/10/2008-31/12/2012)	Allocation: 250,840 Expenditure: 250,840 Delivery Rate: 100%	Allocation: 240,863 Expenditure: 240,863 Delivery Rate: 100%	Allocation: 414,612 Expenditure: 414,612 Delivery Rate: 100%	Allocation: -- Expenditure: -- Delivery Rate: --

“The way forward after the revolution-decent work for women in Egypt and Tunisia” underwent start-up delays that negatively affected the delivery rate for the project (official start date was June 2012, and the CTA recruited in January 2013). However, the pace of implementation has been increasing significantly in order to compensate the initial delay. The political context in Egypt also affected the activities at the policy level. However, this was compensated by the activities with the NGOs (two implementation agreements and three purchase orders were signed in the first year of effective implementation). The support provided by the specialists of the ILO-DWT-Cairo has been crucial. The project is lacking support in the areas of social protection and domestic work.

The project “Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt” also experienced start-up delays, affecting the efficiency of implementation. Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt also faced inefficiencies in start-up. To properly implement project's activities, there is an urgent and justified need to extend the project duration for another year, to make up for the lost year when no staff was nominated, and to implement the activities in a professional and well-designed manner.

ILO Cairo has kept the donors aware about the challenges faced by the projects and by the efforts that were made to overcome them. For example, the ambassador of Finland in Tunisia has been showing full commitment to the success of the project and has participated in the project activities (inviting the project partners (the National Chamber of Women Entrepreneurs) to the Embassy; and actively participating to the Conference on Women Entrepreneurs Access to Financial Services); In Egypt, since the embassy was unable to participate to the project events because they were located in upper Egypt, meetings were organized with some of the project's partners in the ILO CO on the occasion of the visit of the Ministry of Foreign Affairs Representative in April 2013.

Important, too, is that project activities benefited from quality press coverage offered through internal ILO CO capacities.

In the case of some projects, such as “Promoting Fundamental Principles and Rights at Work and Social Dialogue,” project activities have implemented in expensive venues (four or five star hotels). Respondents have noted that alternative venues could have resulted in more cost efficiency.

In ILO’s “Human Security through Inclusive Socio-Economic Development in Upper Egypt,” the project has PMU executive unit and PMC unit in place to ensure better project management. ILO uses project management mechanisms to ensure better coordination and proper synergies with UN partners, and government counterparts are involved and contribute to the project implementation.

The “Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development” project’s initial stage of the project. The leadership of UNDP was positive and the

proposed framework of regular information exchange working well. The capacity building services to tour guides from the neighbourhood ensured sustainability and efficiency to the concerned community. However, it has to be mentioned that the 25 January 2011 uprising led to the change of three consecutive ministers within the life of the Joint Programme (JP) and high turnover in JP management led to reduced efficiency. This is an unexpected outcome that imposed a negative effect.

In the “Pro-poor Horticulture Value Chains in Upper Egypt,” all planned activities were delivered in two years’ time (although ILO started one year later than other organizations). On the operational and national level the design of the fund has managed to bring UN agencies together for more synergies in implementation, jointly implementing activities, engaging the national counterparts to an unprecedented degree. Evidence show that there has been a farmers’ production increase as a result of SALASEL JP, which has generated credibility and an increased global efficiency at the farmer, FAs, and PHC levels.

Results and immediate impact

Results and impact are most durable in cases where the development partners assume ownership of the project and take on responsibility for its outcomes. Central-level buy-in to the process in Egypt remains reticent, particularly in government institutions lacking capacity, enlightened leadership and political will. Intended advances in institutional culture will take more time, but the decentralized and rural focus of ILO programming is likely to proffer operational examples that will affect policies and institutional development positively in the longer run.

The impact of the dedicated social dialogue project in Egypt has not yet been evaluated. However, efforts to achieve its desired results were hampered due to the challenges of the unstable environment and political interventions in project’s operations, especially in the pre-revolution period. The project methodology involved awareness raising and training, although the initial plan was to form a pool of well-trained individuals to carry on future reforms. As for all ILO training in the region, a training database would be an indispensable tool to track efforts and carry out needed follow-up.

The lessons learned from this project are significant, however. The project originally started in 2008, was suspended for several months in 2010, then restarted in 2011 with the same objectives and strategy. Given the new project context, a proper inception phase should have adapted the project strategy to the changing environment. The project’s capacity-building component—some 90% of activities—did not pave the way toward institutionalising social dialogue. The content of training and awareness-raising activities did not correspond to the target groups priorities and basic needs. In almost all trainings, participants assessed contents as too general and superficial.

“Promoting Fundamental Principles and Rights at Work and Social Dialogue“ has not yet shown noticeable capacity building impact. Almost all activities were awareness raising, though the initial plan was to form a pool of well-trained people to carry on future reforms. Impact at the institutional and legislative levels have been slow to manifest, due to the challenges relating to an

unstable environment and political interventions in project's operations, especially in the pre-revolution period.

It is too early to assess the impact of “Decent Work for Egypt’s Young People—Tackling the Challenge of Young People in Rural Areas,” as the project is not yet completed; However, the delivery of greenhouses and introduction of greenhouse agriculture is bound to have long-term effects.

Efforts at improving working conditions through efforts such as “Promoting Worker Rights and Competitiveness in Egyptian Export Industries” seem to produce acceptable effects as a result of training offered to inspectors in specialist topics, OSH devices, tools, as has been discussed with them in the training and requested to develop the inspection system in Egypt. This is creating demand for ILO products, that are effective and best practice.

“Combating Worst Forms of Child Labour by Reinforcing Policy Response and Promoting Sustainable Livelihoods and Educational Opportunities in Egypt” has built community networks and created trust between employers, MoMM and parents.

Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development
Impact: The real impact is very obvious on the individual level. Some of the beneficiaries of the trainings, small credits and awareness campaign are the seeds of the change that was brought to the community by the JP/ILO CO. This is highly impacting. However, it was planned to have Lake Dahshour as an environmental protectorate as per the JP. Security licenses halted this component. It could have served as a high impacting component, yet it did not turn out to be one eventually.

The regulatory and policy impact of “Pro-poor Horticulture Value Chains in Upper Egypt” has remained rather low on account of the political turmoil during implementation of the JP. The impact on income and livelihoods is yet to be conducted to verify the results beyond project life. However, a revolving fund made available through the Social Fund for Development (SFD) has assisted in supplying a credit window for males and females in order to meet working capital needs, which proved successful with low default rates. Effective long-term positive impacts will depend on the continuation of the activities of key partners and an improvement in the political and social situation of the country. Overall, the JP achievement will have a long term positive impact on the consolidation of the horticultural sector in Egypt.

Sustainability

In Egypt, capacity-building activities were geared to MoMM permanent staffers, in order to circumvent continuous government shuffles and ensure the sustainability of inputs. In addition, credit offered for the support of entrepreneurial talent was another vehicle that ILO projects used. Job fairs, youth groups and women clubs are working modalities for job placement. ILO sustains and tracks these outcomes through cooperation with the various national constituents. Few projects were initiated without baseline studies, but some required re-programming or re-phasing upon the eruption of the revolutions. A set of projects and TC that pursue behavioural

changes (such as the career-guidance projects; and social dialogue) necessitate longer-than-planned duration in order to implement objectives, especially given the several delayed starts.

The “Promoting Worker Rights and Competitiveness in Egyptian Export Industries” project⁸³ foresees all interventions to be sustainable, as all the training activities with the stakeholders will have a ToT component. All stakeholders, including MoMM, will have their own qualified trainers, factories will have some qualified staff to train workers, and the management team on labour standards and human resources management will have qualified, equipped staff and facilities needed to improve competitiveness.

In Egypt’s “Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development,” the project contributed to better working conditions for the inspectors, and the association created by the beneficiaries of the heritage-awareness course should contribute to the sustainability of improved management patterns of the Dahshur site. Therefore, these efforts have contributed to the development in the Dahshur region in the long run, when tourism is expected to rebound. The local community was engaged heavily in JP design and implementation; so, that should enhance wider knowledge transfer, ownership and sustainability. CO-Cairo adopted a LED approach, which resulted in the establishment of a sustained legal entity in the form of an NGO to serve five villages, which should operate beyond the life of the JP. The hand-over of the JP studies is also an asset toward sustainability.

In the case of “Pro-poor Horticulture Value Chains in Upper Egypt,”⁸⁴ all project interventions were conducted with national and local partners; therefore, raising the probability of institutionalizing results. ILO devised an exit strategy to sustain activities. Correspondingly, the Ministry of Agriculture and Land Reclamation has hired some of the project-trained agronomists. While a more strategic plan for the improvement of extension services is still needed, the private sector is contemplating its options to support—and, thus, sustain—this service through mobile-phone technology. To ensure effectiveness and sustainability, the project would have benefited from a broader pro-poor approach and longer implementation period.

The practice of forming NSCs and project advisory committees has proved effective in aiding sustainability of ILO project achievements, institutionalizing tripartism and enhancing the sense of project ownership. However, the increasing engagement of CSOs may run the risk of limiting sustainability, because of their dependence on external funding and susceptibility to programme shifts in response to changing donor priorities. The low capacity of many government institutions and the rapid turnover of their personnel, especially at the higher management and policy level, also threaten to undermine sustainability.

Creating a Conducive Environment for the Effective Recognition and Implementation of Fundamental Principles and Rights at Work in Egypt Questionable, as the project will need to assess quantity versus quality and impact of training for employment. Not sustainable for the government as there is no support fund on their side.

⁸³ EGY/11/06/USA, 1 October 2011–30 September 2016.

⁸⁴ EGY/11/50M/UND, 15 May 2011–30 September 2013.

Decent Work for Egypt's Young People—Tackling the Challenge of Young People in Rural Areas

Sustainable, plenty of investment in infrastructure such as greenhouses and post-harvest centers. Job clubs (2014).

Promoting Worker Rights and Competitiveness in Egyptian Export Industries

The project in planning all the activities to be sustainable, as all the training activities to all the stakeholders will have a component of preparing a TOT, so all stakeholders like MOMM will have their own qualified trainers, the factories worked with will have some qualified staff to train the workers, and the management team on labour standards and Human resources management, the Employers organizations, will have the qualified, equipped staff and facilities to proceed in providing its members with the services and training needed to improve their competitiveness. So most of the activities will be supported by the project and delivered by teams working within or close to the stakeholders, so the project will build their capacity, which will attain higher level of sustainability and efficiency to the future.

The project is working on building up relations between the international Brands (franchising) and the employers' organization, and the exporting factories and as this will affect directly the industries, the employees, the workforce and also the factories profits, so it will be maintained by both parties to render a sustainable win-win situation.

Egypt political environment poses the main challenge to project; the reshuffling of the cabinet and the continuous changes in the high level of the decision makers form a challenge to the project. The least is the time risk of the time lost by the project in reiterating the commitment and consensus required for project operations through repeated discussions with the different stakeholder as positions revolve. Therefore, the higher the implementation risks for the project.

Transition to Employment: Career Guidance for Youth and Job Creation

it was very useful to form the task force groups in different areas to maintain sustainability after project completion and that other institutions would mainstream CG in their regular activities. =curricula on career guidance tends to sustain (in teachers and with USAID).

Combating Worst Forms of Child Labour by Reinforcing Policy Response and Promoting Sustainable Livelihoods and Educational Opportunities in Egypt

Questionable because NGOs depend on external funding and government capacity requires fortification. Project offering assistance to government in drafting law but government capacity is very low. Sustainability is also challenged by poor NGOs capacity. With NGOs it is a funding issue, as for MoMM its capacity to continue without ILO CO support is almost nil.

All activities designs and implementation of the “Human Security through Inclusive Socio-Economic Development in Upper Egypt“ seek to ensure the sustainability of the outputs. Since the outcomes of new methods of “social forums” to determine local economic-development policy are still in the making, the sustainability of those methods and outcomes will depend heavily on the political will of the central government, in particular the Ministry of Local Development (MoLD), especially since the Constitution is vague about the possibility of local government in Egypt.

Dahshur World Heritage Site Mobilization for Cultural Heritage for Community Development

UNESCO contribution for better working conditions for the inspectors and the association created by the beneficiary of heritage awareness course would contribute to the sustainability of management patterns of the Dahshur Site, hence contributed to the development in that area more towards the long run when the tourism is expected to rebound. Nobody doubts that the tourism will recover and probably with increased interest than before, the question is how fast this takes place once stability is widely confirmed. It has to be ascertained that the local community was engaged heavily in JP design and implementation. A LED approach was adopted by ILO CO and led to the establishment of a sustained legal entity in the form of an NGO to serve 5 villages, which should operate beyond the life of the JP. The hand-over of the JP studies is also an asset to sustainability. In addition, the capacity building efforts expended via the JP and ILO CO is one more component to the sustainability of JP interventions.

In “Pro-poor Horticulture Value Chains in Upper Egypt,” all project interventions were conducted with national and local partners, and thus institutionalised. An exit strategy was developed as well to sustain activities. While for some interventions such as extension services short-term government funds have been allocated, and some of the trained agronomists have been hired by the Ministry of Agriculture and Land Reclamation for instance, a more strategic plan of the improvement of extension services is still needed. While the private sector is contemplating its options in this respect, starting to offer mobile service as an example. As for value addition, many have started their own businesses and others are replicating them, the programme managed to introduce locally customised greenhouses, which have proven successful and turn the problem of land fragmentation into a profitable business, encouraging small farmers to invest in such technologies. In addition, the project introduced sun-drying methodologies, promoting investment in such a high value product, which the local agricultural directorate. In “Transition to Employment—Career Guidance for Youth and Job Creation,” it has been very useful to form the task force groups in different areas to maintain sustainability after project completion and so that other institutions would mainstream career guidance in their regular activities.

More exposure to international experiences have a good effect on target groups, but this has to be coupled by increasing national potentials, so advocacy at government level is highly needed to boost youth employment and ALMP at country level.

V. Recommendations

1. One donor organization raised a flag on the timeliness of one of the projects' deliverables, and expressed that the current security situation in Egypt cannot be taken as a legitimate reason for the delayed deliverables now that other joint project with the same donor is bearing results

ILO needs greater visibility. There are some instances where ILO takes a back seat and at others seem at the front line ... There seems to be some misunderstanding on the side of some social partners on the technical functionality of ILO Cairo Office ... This may require further investments through brochures etc. They (awareness-creation materials) should focus on mandate and results towards development in the NA region and Egypt.

2. A knowledge management officer is required for the Cairo Office to serve the North Africa sub-region. A platform for discussion among donors and stakeholders would be beneficial for exchange of knowledge, lessons learnt and best practices.
3. ILO Cairo Office should take into consideration cross cutting issues, such as ILS inter alia, to be incorporated in all training materials Arabized for sub-region. All training material and officers have to take into consideration cultural and linguistic needs of North Africa.
4. Government ministries require building capacity in strategic planning, programming reforms and effective RBM systems to suit.
5. Social partners are in need of the same capacity building in strategic planning, programming reforms and effective RBM mentioned above.
6. More frequent schedules for knowledge and information exchange between DWT Specialists among themselves, CTAs among themselves, and both.
7. The PSI issue needs a policy solution discussion, though country needs for a social dialogue specialist, employment specialist, and social protection specialist is at its apex, and immediate support from HQs in Geneva is required, given limitations on the time of HQ specialists.
8. Some social partners did not have direct communication with ILO Office in Cairo and received training courses that are translated and packaged in generic format. More specialist training/in-depth is required.
9. Cairo Office has tended to carry out piecemeal interventions at the local level, leaving out the strategic, policy level due to repetitive government shuffles. An innovative approach is to re-channel capacity building activities and technical assistance to permanent undersecretaries to ensure sustainability and impact on the medium and longer terms.
10. A training evaluation exercise is due on the training activities introduced each biennium to test effectiveness, and especially to assess the effect of the “Arab spring” on training methods and materials.
11. The peculiar set of mixed programming and M&E: Conflict of interest considerations in this regard have to be taken. Programming and design is an ex-ante activity, while M&E is an ex-post activity. Due to limitations in RB, Cairo Office was obliged to deliver on this combined activity by the same staffers, which should not be the case, especially with growing size of operations and, hence, reporting cycles.

Annex 1
EGYPT Agenda
Independent evaluation of the ILO's decent country
Programme strategies in North Africa
Francisco Guzman, Joseph Schechla and Dr. Doha Abdelhamid
Evaluation mission

When	What	Where	Status	Meetings coordinated by
Wednesday, 16 April	Arrival: AH 3048 14:15 <i>Transfer to the hotel</i>	Airport Hotel		
Thursday, 17 April	09:30- 11:00 : Briefing Meeting with Yousef and Luca Fedi	Office	Confirmed	
	11:00-12:00 Meeting with Ms. Christine Hofmann <i>Skills Specialist</i>	Office	Confirmed	
	12:30 -13:30 Lunch evaluation team, Yousef, Luca			
	14:00: - 15:00 Meeting with Ms. Alia Jamal <i>Senior ILS Specialist</i>	Office	Confirmed	
	16:00-17:00 Meeting with Ms. Kholoud Al Khaldi <i>Senior Enterprise Development Specialist</i>	Office		
Friday 18 April	9:30-13:30 Evaluation Team working sessions <i>Dr. Doha Abdelhamid</i> <i>Mr. Joseph Schechla</i> <i>Francisco Guzman</i> <i>ILO CO</i>	Office		
Saturday 19 April	9:30-13:30 Evaluation Team working sessions <i>Dr. Doha Abdelhamid</i> <i>Mr. Joseph Schechla</i> <i>Francisco Guzman</i> <i>ILO CO</i>	Office		
Sunday April 20	Official Public Holiday: Meeting in ILO CO Access to the office can still be arranged, upon request.	Office		
	08:30-09:30 Meeting with Mr Eric Oechslin <i>Employers' Specialist</i>			
Monday April 21	Official Public Holiday: Meeting in ILO CO Access to the office can still be arranged, upon request.	Office		
Tuesday April 22	08:30-09:30 Meeting with Mr. Mohamed Trabelsi		Confirmed	

	Workers' Specialist			
	09:15-10:00 Meeting with Ms. Dahlia Hassanein, Technical Officer, DJEP Project AusAid		Confirmed	
	10:00-11:00 Meeting with Mr. Adnan Al Rababh, CTA, Promoting Workers Rights in Egyptian Industries Project		Confirmed	
	11:00-11:30 Meeting with Mr. Onsi Georgeous, NPC, Combating Child Labour Project		Confirmed	
	11:30-12:15 Meeting with Ms. Amal Mowafy, CTA, DJEP Project (Canada)	ILO	Confirmed	
	13:00-14:00 Meeting with FEI	FEI premises	Confirmed	
	14:44-15:30 Meeting with Ms. Nagwa Ismail, NPC, Career Guidance Project	ILO	Confirmed	
	15:30- 16:15 Meeting with Ms. Arwa El Boraie, Sr. Programme Assistant, Social Dialogue and Conducive Environment Project	ILO	Confirmed	
	16:15- 17 :00 Meeting with Ms. Rim Al Jabi, Technical Officer, ConduciveEnvironment Project	ILO	Confirmed	
Wednesday April 23	08:30-09:15 Meeting with Ms. Badra Alawa, CTA, Decent Work for Women Project	ILO	Confirmed	
	09:30-10:00 Skype Call with Mr. Amir Faheem, NPC, Human Security Project	ILO	Confirmed	amirobeid@gmail.com
	10:00-12:00 Meeting with Programming Unit Nashwa Belal, Yasmine El Essawy, Gehan El Sharkawy	ILO	Confirmed	
	13:00- 14:00 Meeting with Dr. Nihal El Megharbel Ministry of Planning	At Ministry Nasr City	Confirmed	
	15:00-16:00 Meeting with H.E Ms Nahed El Ashry, Minister of Manpower and Migration and with Ministries Undersecretaries	At Ministry Nasr City	Confirmed	
	16:15-16:45 Meeting with Ms. Iman Zakaria Undersecretary for Employment	At Ministry Nasr City	Confirmed	
	16:45-17:15 Meeting with Mr. Gamal Sorour Undersecretary for Inspection	At Ministry Nasr City	Confirmed	
Thursday April 24	10:00-11:00 Meeting with Ms. Eman Omran SME Program Team Leader	Canadian Embassy,	Confirmed	

	Foreign Affairs, Trade and Development Canada (DFATD)	Garden City		
	12:00-13:00 Meeting with Mr. Moheb Abdoud and Mr. Karam Abdel Hamid, EDLC (1) President	ILO	Confirmed	
	13:00-14:00 Meeting with Mr. Bassem Halaka, International Cooperation Officer , EFITU	ILO	Confirmed	
	14:00-15:00 Meeting with Mr. André Cadieux Political officer, US Embassy	ILO	Confirmed	
	15:00-16:00 Meeting with Ms. Anita Nirody, RC	ILO	Confirmed	
	16:00-17:00 Meeting with Mr. Saad Shaaban , EDLC 2	ILO	Confirmed	
	17:00-18:00 Debriefing with Yousef	ILO	Confirmed	
Friday, April 25	Mission depart to Tunis 8:00 am			

ANNEX 2

List of Personal Interviewees

Government Representatives

H.E. Nahed El Ashry, Minister of Manpower and Migration

H.E. Ashraf El-Araby, Minister of Planning and International Cooperation

Dr. Nihal El Megharbel, Economic Advisor to the Minister of Planning, Ministry of Planning and International Cooperation

Ms. Sally El Hawary, Technical Assistant to the Minister of Manpower and Migration, Ministry of Manpower and Migration

Ms. Se'dda Fouad Abdelrahman, First Under Secretary of Information, Ministry of Manpower and Migration

Ms. Mona Wahba Ally El Dein Mohamed, Under Secretary of Foreign Relations Central Department, Ministry of Manpower and Migration

Ms. Eman Zakaria, Under Secretary for Employment, Ministry of Manpower and Migration

Mr. Gamal Sorour, Under Secretary for Inspection, Health & Safety of Manpower in the Work Environment, Ministry of Manpower and Migration

Ms. Samia Ahmed Ayoub, Under Secretary for Vocational Training, Ministry of Manpower and Migration

Ms. Hana Shokr, Director of the Central Department for Administrative Reform, Ministry of Manpower and Migration

Ms. Kawthar Farah, Director of the Central Department for Work Relations and Group Negotiations, Ministry of Manpower and Migration

Federations, Unions and Syndicates

Eng. Tarek Zakaria Tawfik, Deputy Chairman, Federation of Egyptian Industries (FEI)

Eng. Nagui El Fayoumi, Executive Director, Federation of Egyptian Industries (FEI)

Pilot Malik Bayoumi, Chairman, Egyptian Federation of Independent Trade Unions (EFITU)

Mr. Bassem Halaka, Secretary General, Egyptian federation of Independent Trade Unions (EFITU)

Mr. Mohamed Abdelrahman, External Relations and Immigration, Egyptian Federation of Independent Trade Unions (EFITU)

Mr. Karam Abdelhamid, Vice Chairman, Egyptian Democratic Labour Union (EDLU)

Mr. Moheb Aboud, Member of the Advisory Group of the Egyptian Democratic Labour Union () & Chairman of the Federation of Teachers' Syndicate

Mr. Saad Sha'aban, Chairman of the Egyptian Democratic Labour Union (EDLU)

Lawyer Ashraf Tawfik El Laithy, Member of the General Assembly of the Egyptian Labour Democratic Union (EDLU)

Mr. Mohamed Mohamed Ewiss, EDLU Member

Lawyer Rahma Mohamed Refaat, EDLU Member

Mr. Mohamed Mounir Tawfik, EDLU Member

Mr. Magdy Hassan Aly, EDLU Member

Mr. Hany Mohamed Affify, EDLU Member

UN & Development Partners

Ms. Anita Nirody, UN Resident Coordinator & UNDP Resident Representative
Mr. Andre Cadieux, Political Officer, Office of Political Affairs, US Embassy in Cairo
Ms. Eman Omran, SME Program Team Leader, Canadian Embassy in Cairo

ILO Cairo Office

Dr. Yousef Qaryuti, CO Director & DWT Sub-Regional Director
Mr. Luca Fedi, Senior Administrator, Programme and Operations, DWT NA, ILO Cairo Office
Ms. Marwa El Feki, Admin. Assistant, Programming Unit, ILO Cairo Office
Ms. Dahlia Hassanein, Technical Officer, Decent Jobs for Egypt's Young People Project—
Tackling the Challenge in Agriculture, ILO DWT for North Africa, ILO Cairo Office
Ms. Nashwa Belal, Senior Programme Officer, ILO DWT for North Africa, DWT Cairo, ILO
Cairo Office
Ms. Badra Alawa, Chief Technical Advisor, Decent Work for Women in Egypt and Tunisia, ILO
DWT for North Africa, ILO Cairo Office
Ms. Kholoud Al-Khalidi, Senior Enterprise Development Specialist, DWT for North Africa, ILO
Cairo Office
Ms. Christine Hofmann, Skills Development Specialist, ILO DWT for North Africa, DWT
Cairo, ILO Cairo Office
Mr. Mohamed Trabelsi, Senior Specialist Workers Activities, ILO DWT for North Africa, DWT
Cairo, ILO Cairo Office
Ms. Alia Jamal Ahmed, Senior International Labour Standard Specialist, ILO DWT for North
Africa, DWT Cairo, ILO Cairo Office
Mr. Eric Oechslin, Senior Specialist Employer Activities, ILO DWT for North Africa, DWT
Cairo, ILO Cairo Office
Mr. Adnan Alrababh, Chief Technical Advisor, Promoting Workers' Rights and Competitiveness
in Egyptian Export Industries, ILO Cairo Office
Ms. Amal Mowafy, Chief Technical Advisor, Decent Jobs for Egypt's Young People Project,
ILO DWT for North Africa, DWT Cairo, ILO Cairo Office
Ms. Arwa Khadr El Boraei, Programme Officer, Promoting the Fundamental Principles and
Rights at Work and Social Dialogue in Egypt, ILO Cairo Office
Ms. Rim Aljabi, Senior Technical Officer, Women Employment Project, ILO Cairo Office
Ms. Nagwa Ismail, National Project Manager, Career Guidance for Youth Employment, ILO
Cairo Office
Mr. Onsi Geogeous, National Project Coordinator, Combating Child Labour Project, ILO Cairo
Office
Mr. Amir Fahim, National Project Coordinator, Human Security Project, Al-Minya, ILO Cairo
Office
Ms. Yasmine El Essawy, Programme Assistant, Programme & M&E Unit, ILO Cairo Office
Ms. Gehan El Sharkawy, Senior Programme Assistant, Programme & M&E Unit, ILO Cairo
Office

Annex 3: Administrative Divisions/Egyptian Governorates

Matrouh	Manufia	Beni Swaif
Alexandria	Qalyubia	al-Minya
Buhaira	al-Sharqia	New Valley
Kafr al-Shaikh	Ismailia	Asyut
Dakahlia	Giza	Red Sea
Damietta	Faiyum	Suhag
Port Said	Cairo	Qena
North Sinai	Suez	Luxor
Gharbia	South Sinai	Aswan

Annex 4: MDG Tracking for Egypt, 2010 (latest available)

Goal/Target	Achieved	On Track	Possible to Achieve	Off Track	Insufficient Information
Goal 1: Eradicate extreme poverty and hunger					
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than 1.25 dollar a day	X				
Target 2: Achieve full and productive employment and decent work for all, including women and young people Target 3: Halve, between 1990 and 2015, the proportion of people who suffer hunger			X		
Goal 2: Achieve universal primary education					
Target 4: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling		X			
Goal 3: Promote gender equality and empower women					
Target 5: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015		X			
Goal 4: Reduce child mortality					
Target 6: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	X				
Goal 5: Improve maternal health					
Target 7: Reduce by three quarters, between 1990 and 2015, the maternal mortality rate		X			
Target 8: Achieve, by 2015, universal access to reproductive health			X		
Goal 6: Combat HIV/AIDS, malaria and other diseases					
Target 9: Have halted by 2015 and begun to reverse the spread of HIV/AIDS					X

to reverse the spread of HIV/AIDS					
Target 10: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it				X	
Target 11: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases		X			
Goal 7: Ensure environmental sustainability					
Target 12: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources		X			
Target 13: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss drinking water and basic sanitation		X			
Target 14: Halve, by 2015, the proportion of people without sustainable access to safe					
A: Drinking water	X				
B: Basic sanitation			X		
Target 15: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers			X		
Goal 8: Develop a global partnership for development					
Target 16: Develop further an open, rule-based, predictable, non-discriminatory trading and financial system		X			
Target 17: Address the special needs of the least developed countries			X		
Target 18: Address the special needs of landlocked developing countries and small island developing states					X
Target 19: Deal comprehensively with the debt problems of developing countries			X		
Target 20: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries					X
Target 21: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications		X			

Source: Egypt Assessment of Development Results: Evaluation of UNDP Contribution, UNDP Evaluation Office, 2012, pp. 7–8.

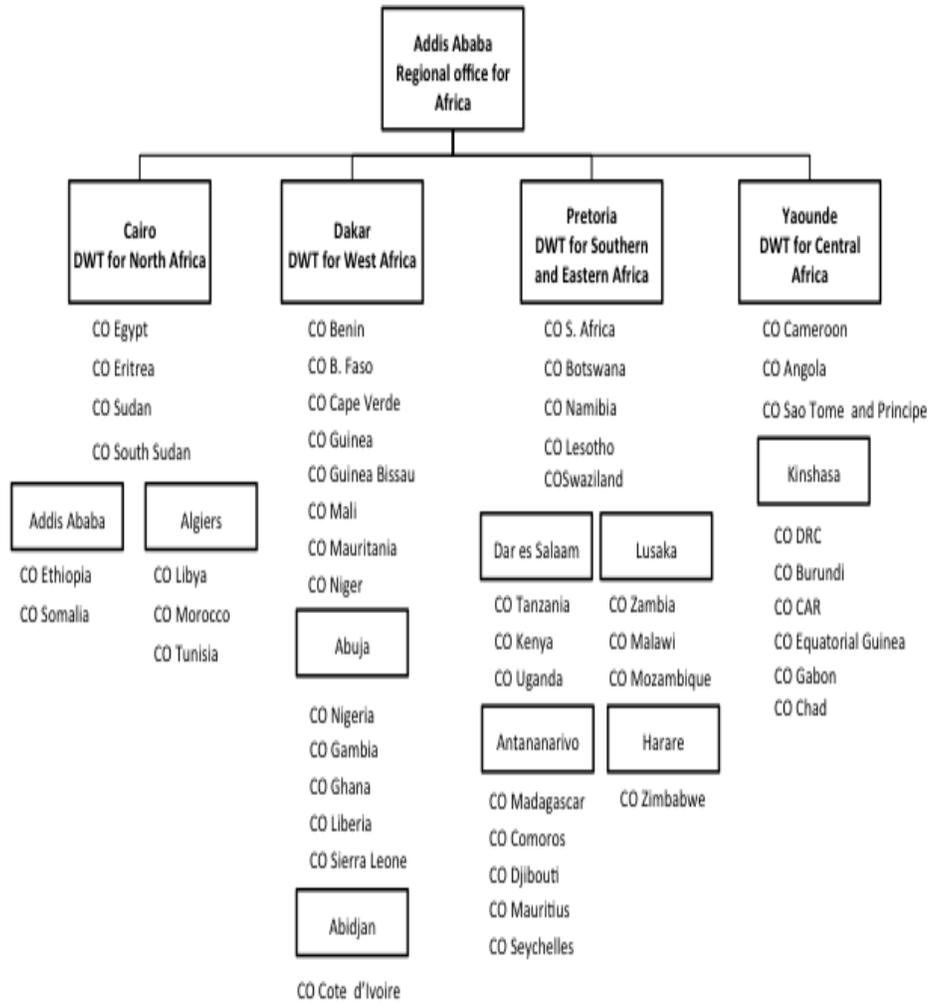
Annex 5: Largest Cities & Towns by Population

Rank	Name	Governorate	Population
01	Cairo	Cairo	8,105,071
02	Alexandria	Alexandria	4,388,219
03	Giza	Giza	3,348,401
04	Shubra al-Khaima	Qalyubia	1,072,951
05	Port Said	Port Said	607,353
06	Suez	Suez	547,352
07	Luxor	Luxor	487,896
08	Mansoura	Dakahlia	480,494
09	El-Mahalla El-Kubra	Gharbia	458,297
10	Tanta	Gharbia	437,793
11	Asyut	Asyut	403,202
12	Ismailia	Ismailia	352,411
13	Fayoum	Fayoum	338,959
14	Zagazig	Al-Sharqia	314,331
15	Damietta	Damietta	299,296
16	Aswan	Aswan	281,891
17	al-Minya	al-Minya	253,767
18	Damanhour	Beheira	252,017
19	Bani Swaif	Bani Swaif	223,789
20	Hurghada	Red Sea	223,124

Annex 6: Demographic Trends in Egypt

Year	Population	+/- % p.a.
1882	6,712	--
1897	9,669	+2.46%
1907	11,190	+1.47%
1917	12,718	+1.29%
1927	14,178	+1.09%
1937	15,921	+1.17%
1947	18,967	+1.77%
1960	26,085	+2.48%
1966	30,076	+2.40%
1976	36,626	+1.99%
1986	48,254	+2.80%
1996	59,312	+2.08%
2006	72,798	+2.07%
2013	84,314	+2.12%

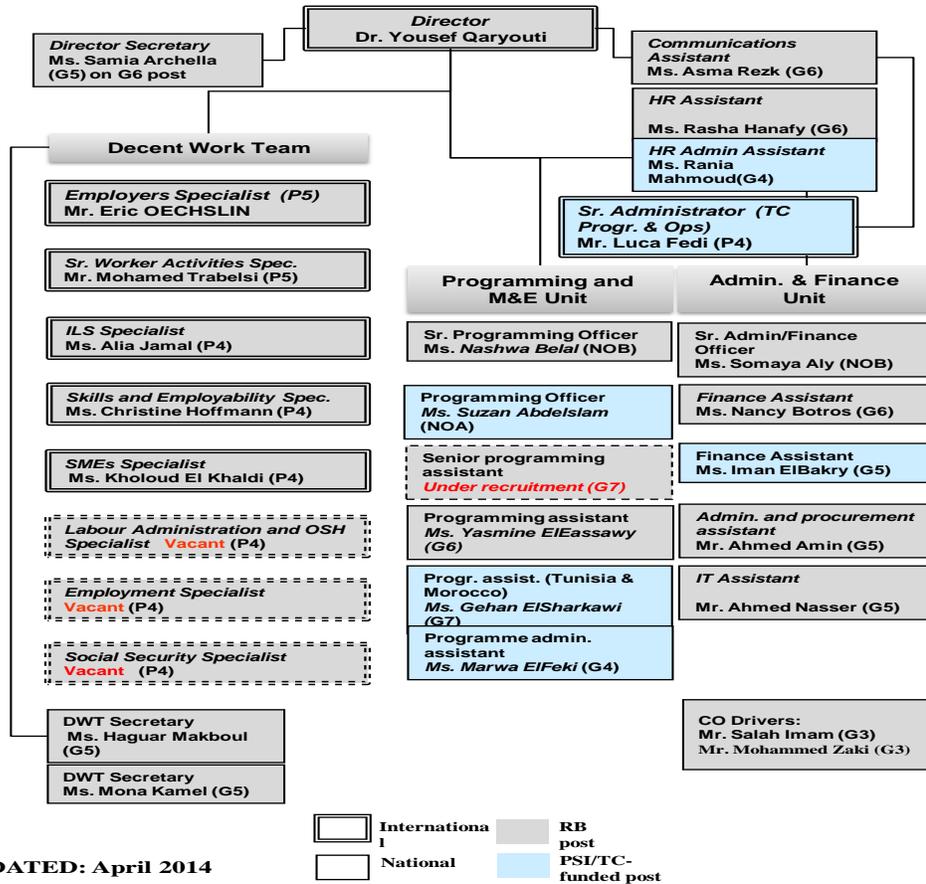
Annex 7: ILO Cairo Sub-regional Office for North Africa vis-à-vis the ILO Africa Office



Source: ILO CO, May 2014.

Annex 8: ILO/DWT CO Organizational Structure

DWT/CO Cairo Organgram: Core Office



UPDATED: April 2014

Source: ILO CO, April 2014.

Annex 9: National Action Plan (NAP) for Youth Employment

1. Policy Priorities

1. Problem Identification

Labour market problems in Egypt relate mainly to

- the limited number of job opportunities created in the economy, especially in the formal sector
- the increasing supply of labour that does not meet market requirements and
- the inadequate labour market policies that could not resolve the existing mismatch between labour demand and supply.

The current economic crisis enforces especially the problem of limited job creation.

At the same time, the challenge of the mismatch between supply and demand and the inadequacy of labour market policies enhance the difficulties young people face in this economic crisis.

2. Priorities

In order to deal with these labour market problems and to improve the employability of the young people, to raise their standards of living and provide equal opportunities for all of them, several priorities were identified:

- technical education and vocational training (TVET),
- enterprise development and
- labour market policies and programs.

The increased awareness in Egypt that productive employment and decent work for young people cannot be achieved through fragmented and isolated interventions, but requires a coherent approach that articulates supportive policies centred on an integrated strategy for growth and job-creation as well as targeted interventions to help young people overcome the specific barriers they face in entering and remaining in the labour lead to the formulation of the Youth Employment National Action Plan in which the above mentioned priorities are reflected.

3. The Youth Employment National Action Plan (NAP)

3.1. The Goal of the Youth Employment National Action Plan

The goal of the youth employment NAP is to increase youth employment and provide decent and productive jobs for young people, who join the labour market every year.

This goal is closely related to the main objectives of Egypt's Sixth Five-Year Economic and Social Development Plan (2007/2008–2011/2012). Although the Seventh Five-Year Plan was not yet prepared, the NAP should be linked to the Seventh Plan (2012/2013-2016/2017), since the implementation of the NAP covers part of the Sixth and part of the Seventh Plans.

The Plan is based on three main pillars: the Presidential program that the government is adopting for the period 2005-2011; the new Social Contract for Social Participation, and the Millennium Development Goals (MDGs).

Taking into consideration the average annual growth rate of labour force in the age group 15-30 years, during the period 2002-2007, which amounted at 5 percent, the labour force was estimated for the period 2010 - 2015 to calculate the jobs needed for the new labour market

entrants. If one adds to this the number of jobs required annually during the time span of the NAP; which aims at reducing unemployment rate for the youth from around 23 percent according to the 2006 Census to 15 percent by the end of the NAP, the total number of jobs that should be created during the 5 years of the NAP amounted to around 3 million jobs with an average of 620 thousand jobs annually.

3.2. Objectives of the Youth Employment National Action Plan

The specific objectives of the NAP in order to support the creation of around 3 million jobs include:

- Raising youth employability
- Providing more job opportunities in key economic sectors
- Resolving the mismatch between labour demand and supply by improving labour market policies and programs

Also, though the NAP cannot interfere in details into macroeconomic policies, it still
3 Selection of period was based on data availability (Calculated used data from the Labour Force Sample Survey (LFSS) issued by CAPMAS, several issues) needs to be seen as an important contribution to soften the impact of the current economic crisis on labour markets in Egypt. Following is a brief description of these objectives and the main tools used to achieve them.

3.2.1. Increasing youth employability

In order to prepare the newly graduates to the labour market and increase their chances to find decent, well-paid, career oriented jobs the NAP is proposing two main programs:

- Developing the technical education and vocational training system;
- Improving the basic skills and knowledge of the secondary, technical and university graduates concerning languages and new technology.

These tools could increase the employability of young graduates from technical and vocational education. Though not directly creating jobs, these measures contribute to decrease the unemployment rate by enabling young people to find a job. A severe reduction of the unemployment rate among those graduates through the means of the NAP (by 25 per cent) is targeted.

3.2.2. Providing more job opportunities

Achieving this objective entails raising the capacity of the economy to provide more sustainable, productive and decent job opportunities for the youth. This could be done by:

- Encouraging entrepreneurship by eliminating obstacles especially those related to start-up, and exit procedures;
- Promoting micro, small and medium enterprises (MSMEs) development, by providing technical and marketing support to these firms, strengthening linkages with large firms and introduce innovative and low risk financial systems.

These objectives are supposed to create 1 million jobs by the end of the plan.

3.2.3. Develop labour market policies and programs

In order to bridge the existing gap between demand and supply of labour, a number of labour market policies and programs are suggested:

- Develop public employment offices and their services and encourage the establishment of private recruitment agencies;
- Develop the labour market information and employment unit at MoMM;
- Review labour market regulations, with special emphasis on giving incentives for enterprises to hire young people, such as support for enterprises to be able to pay minimum wages and social insurance.

These measures will help to decrease the unemployment rate for young people towards 15 percent even if not creating employment directly.

3.3 Main Outcomes of the Youth Employment National Action Plan

3.3.1. Increasing youth employability

In order to prepare the newly graduates to the labour market requirements and ensure a smoother transition to stable, decent, well-paid, and career-oriented jobs the NAP is aiming at achieving two main outcomes:

Outcome A1. Improving the technical education and vocational training system.

So as to reduce youth unemployment to 15 per cent by the end of the NAP, the technical education and vocational training system should be made more demand driven to strengthen the link between education and work. If employers and workers systematically cooperate in identifying learning needs and target training to meet those needs, the mismatch between training offered and skills used at the workplace will be drastically reduced.

The dual approach adopted by Mubarak-Kohl initiative (MKI), in 1994 proved being particularly appropriate for higher-skilled occupations, which require theoretical education and learning through doing. In this respect, the NAP aims at establishing a system of dual vocational education that emphasizes both theoretical and practical learning as modern apprenticeship systems do. The proposed system would overcome the different limitations of the MKI. It will be based on a mix of regular education and on-the-job training system. The system will consider experiential learning, such as internship, cadetship and apprenticeship programs, as the most effective way to enhance the classroom-based knowledge through practical application. The low social esteem of vocational training in Egypt should be overcome by reinforcing career guidance and professional orientation to build a gateway to multiple paths towards lifelong learning and decent and productive work.

The involvement of the private sector firms in the design and implementation phases is a prerequisite for creating a demand-driven education system. The main contribution of these firms relates to designing curricula, providing training places, materials, tutorship, mentorship and qualified on-the-job trainers and, whenever possible, linking the provision of training to job opportunities for graduates.

Outcome A2. Improving the basic skills and knowledge

Since it is not possible to prepare students for every new technological breakthrough, the most important skill students can acquire is learning how to learn (learning capacity). In addition, skills in demand include information and communication technology (ICT), and languages skills as well as more productive and softer skills such as creativity and teamwork.

The KPI for this outcome would be to provide training courses for 1 million of the secondary, technical and university graduates.

Raising the capacity of NGOs working mainly in the area of skills development is a very important element for reaching this outcome.

3.3.2 Providing more job opportunities

Achieving this objective entails raising the capacity of the economy to provide more sustainable, productive and decent job opportunities for the youth. This could be realized by encouraging entrepreneurship and promoting MSMEs. Following is a description of these outcomes:

It should be noted that upgrading these skills could even start from the primary schools; however; this might take longer time that exceeds the time span of the NAP. Nevertheless, upgrading the skills of all school students starting from primary level should be considered as part of the government's plan to develop the education system in Egypt.

Outcome B1. Encouraging entrepreneurship.

The following measures could be undertaken to promote entrepreneurship:

Improving initial conditions for youth entrepreneurship:

The SFD will play a crucial role in supporting business start-up for the youth. SFD will establish a one-stop-shop in each governorate, while giving the priority to the governorates with the highest youth unemployment. The main role of these one-stop shops is to facilitate business start-ups and assist young entrepreneurs to understand the procedures of establishing a firm, the documents needed and the fees that should be paid. Other basic business related information, will be provided by the one-stop shop, including information about the labour law, taxes, safety regulations, inspections, subsidies, etc. The one-stop-shops could also be used as a tool to promote on-the job training by offering MSMEs incentives for engaging in such training schemes.

SFD will establish a special fund to provide financial support for MSMEs in the form of leasing schemes to finance equipment and inputs, given that the funds of these leasing schemes are provided in-kind.

Two KPI for this outcome are suggested: (1) the establishment of one-stop-shops; one in each governorate, starting with Upper Egypt; (2) creating 1 million jobs that benefit from SFD leasing schemes.

Undertaking entrepreneurial activity supported by counseling and schooling opportunities for young entrepreneurs:

In addition to providing counselling services to MSMEs, through the SFD, NGOs and other institutions, a program will be introduced at the level of secondary school, to teach entrepreneurship and management. According to this program, students will be trained on how to set-up a business, develop a business plan, and produce goods or services. Students will also prepare marketing plans, and annual accounts. Students will be awarded prizes for setting-up, running and developing their projects.

The KPI would be to introduce the program in 100 secondary schools.

Outcome B2. Promoting micro, small and medium enterprises (MSMEs)

Establishing close linkages between MSMEs, in general, and those run by young entrepreneurs, in particular, and large firms through subcontracting could have positive impact on the development of MSMEs. Large firms could provide MSMEs with material inputs, machinery and equipment, finance, training and technical advice.

More importantly, large firms will purchase the inputs and semi-final goods produced by MSMEs owned and run by the youth. In addition, these linkages could help young entrepreneurs in overcoming problems such as marketing and lack of suitable and quick means of transportation between production sites and markets.

However, these links are not established automatically. Government support is required for the success of these linkages. This support could be provided by giving priorities in government procurement and bids, to large firms, which subcontract MSMEs, owned and run by young entrepreneurs. Tax relief and credit incentives could also be offered to these firms as a means of encouraging them to support young entrepreneurs.

Moreover, a fund should be established to provide government incentives for large firms, which subcontract MSMEs, owned and run by young entrepreneurs.

Two more initiatives would help MSMEs development.

The first includes establishing a number of technology centres, business incubators, and business development centres that provide technical support to young entrepreneurs and facilitate their work.

The second initiative relates to encouraging young entrepreneurs to establish a portal to market their products and be able to join international networks and supply chains. This portal will also provide access to information on all policies, legislation, and programs relevant to MSMEs. Policies related to intellectual property rights, environment, labour and safety regulations will be posted on the portal to help young entrepreneurship development.

Two KPIs are suggested (1) establish 5 technology centres and 5 business incubators, mainly in Upper Egypt; (2) launch one portal for MSMEs owned and run by young entrepreneurs.

3.3.3 Develop labour market policies and programs

In order to close the existing gap between demand and supply of labour, a number of labour market policies are suggested. Some of these outcomes are already underway, some are new outcomes proposed by the NAP:

Outcome C1. Develop public employment offices and their services and encourage the establishment of private recruitment agencies.

Public employment offices and private recruitment agencies will provide career guidance and professional orientation services including training for job seekers in job search and assist them in writing and updating resumes, preparing applications, and preparing them for interviews. Public employment offices and private recruitment agencies will also provide information about temporary or permanent jobs available in different firms and institutions, and about skills and specializations required in the labour market. These offices and agencies will play a major role in predicting labour market requirements based on new developments in the economy. The KPI for this outcome is to ensure that the public employment offices established in each governorate should be renewed to provide more up-to-date services. In this case a number of 28 model offices should be established or renewed. Currently, MoMM is implementing a plan that includes the development of 23 employment offices, which could be the minimum KPI for this outcome. Moreover, at least one recruitment agency must be established in each governorate.

Outcome C2. Develop the labour market information and employment unit at MoMM.

One of the major obstacles faced by young job seekers relates to the lack of basic labour market information on which to base career guidance, professional orientation and job counselling, and which is necessary for job matching. In order to overcome this problem, the labour market information and employment unit, at MoMM will be developed. The main role of this unit is to gather, analyse and disseminate information about the labour market and employment opportunities. The unit will play a major role in identifying the most targeted groups that are in need for intervention and assistance. The unit will also monitor the implementation of the NAP. The unit will ensure that the outcomes reach the designated target group. It will also give early signals about the need of any corrective action that must be adopted.

The KPI is the development of the labour market information and employment unit and that its objectives are achieved.

Outcome C3. Review labour market regulations.

This outcome concentrates on reviewing labour market regulations with special emphasis on minimum wages and social insurance, to provide incentives for hiring youth. Following are the proposed outcomes regarding minimum wages and social insurance.

Minimum wages:

Youth are more likely to be affected by minimum wage policies, because they are less experienced than older workers. In countries where minimum wages are high, and where minimum wages regulations are enforced, income inequality is lower and wage differentials are minimal. But in a country like Egypt, where minimum wages are low and are poorly enforced,

youth are subject to low pay, which in many cases discourage them from engaging in a formal job. Therefore, the minimum wages policies and regulations must be revised.

The main KPI would be to reach a minimum wage that reflects the cost of living or that is related to inflation and that is revised at least twice during the NAP span.

Social insurance:

In order to encourage youth's participation in the labour market and secure decent jobs for them, more flexible social security schemes should be introduced. These schemes reduce the contribution of youth especially those working in the formal sector with temporary contracts, and the self-employed.

The main KPI would be the number of new workers with official contract and social insurance coverage. This is related to the reduction in unemployment rate target.

Hence at least three million new social insurance subscriptions are expected by the end of the NAP.

Outcome C4. Establishment of an early warning system

The current economic crisis is likely to have large impact on labour markets in Egypt. This impact will be especially hard for young people. Those amongst the youth who will not be able to find a job will find it very hard to integrate into economic activities after the crisis. Young people have neither the resources nor the knowledge nor the network to help themselves during this crisis. All priorities and outcomes in the NAP are even more valid during times of crisis. However, learning from this crisis to be better prepared in future crises can help young people. This is why a detailed analysis of the impact of the crisis on young people and their integration after the crisis is needed to be prepared to develop special measures for young people in the future.

The KPI would be a study answering the question of what are the special challenges for young people during the time of economic crisis and an early warning system be put in place.

4. Implementation and coordination mechanisms of the NAP

An important factor of the success of the implementation phase of the NAP is to treat it as a national strategy for youth employment and not as a strategy of MoMM. However, it should be clear that MoMM will lead the way and coordinate the implementation of this strategy with other related ministries. After receiving the approval of the Steering Committee of the NAP, the NAP should be endorsed by the Cabinet and ratified by the Parliament. Moreover, the NAP will be integrated in the sixth and seventh Five-Year Social and Economic Development Plan and within the government program for the period 2012-2017. The next step would be the formulation of an inter-ministerial committee to be in charge of the cooperation in implementing the strategy. The committee will ensure a high-level coordination among the different relevant ministries, and institutions in discussing the NAP, and monitoring its activities and evaluating its impact. In addition, ministry representatives should have a clear authorization to supervise the implementation, monitoring and evaluation of the NAP.

Representatives of all related bodies will be invited to participate in the committee.

The role of employers' and workers' organizations and business associations as key partners in the implementation and coordination of the NAP must be emphasized.

At the level of the MoMM, the Technical Secretariat (TS) will be responsible for coordinating the implementation of the NAP and will act as the main focal point serving this purpose. As for the labour market information and employment unit, it will monitor the progress of the implementation through gathering information, conducting surveys and analyzing relevant data and information. The TS will include three main subdivisions corresponding to the three main programs under NAP. In addition, the LMUI will include three corresponding sub-divisions for the same three NAP programs. The role of each subdivision is to ensure the delivery of outcome according to the NAP.

Both the TS and labour market information and employment unit will prepare reports that will be presented on a regular basis to the inter-ministerial committee to ensure that the NAP is progressing along its foreseen path. Both units will be responsible for organizing the annual conference where the NAP results will be discussed and evaluated.

The TC formed during the drafting process will continue to act.

National and international donor agencies might play an important role in the implementation of the NAP. They will not only provide financial support to the NAP; they will also play a major role in providing capacity building support and technical expertise in relevant areas. Specialized agencies will be considered as partners in the implementation, monitoring and evaluation of the NAP.

5. Monitoring and evaluation of the NAP

5.1 Monitoring

In order to guarantee the success of the NAP and its programs, systematic monitoring programs should accompany the implementation of the NAP. The interministerial committee will play a major role in monitoring the implementation of the NAP and in reviewing reports prepared by the monitoring unit that will be created in MoMM and which will be reporting to the inter-ministerial committee. The reports will include the status of progress achieved in the NAP and will identify any major problems or loopholes that need to be overcome.

5.2 Evaluation

Programs' evaluation would be done through a regular sample survey of young people that will be carried out at the national level. Moreover, additional questions on active labour market programs would be included in the labour force sample survey questionnaire carried out by CAPMAS quarterly. A NAP evaluation unit will be established under MoMM and will be responsible for gathering information from different ministries, institutions, organizations and the like on the development and progress of their annual work plans related to the NAP. The annual work plan will indicate the activities undertaken to achieve the NAP objectives. These

work plans will also include the cost of the implementation of the NAP. An external evaluation will be also carried out by an independent team of experts to ensure the neutrality and accuracy of the evaluation of the NAP implementation.

The results will be presented in an annual conference that will be organized by MoMM. In addition, detailed and extensive information about the key performance indicators (KPIs) for each outcome will be analysed and discussed during the conference. Different stakeholders will be invited to participate in the conference and evaluate these outcomes. The recommendations of the conference will be used as a correction tool to adjust and amend the NAP outcomes.

A mid-term evaluation of the NAP will be carried out by the external evaluation team. The results of the external evaluation will be discussed by different stakeholders and according to the recommendations of the evaluation team; any required correction processes will be undertaken. The external committee will include a number of independent labour market experts, and representatives from MoMM and the ILO.

By the end of the NAP time framework; i.e. in 2015, another external evaluation of the NAP will be carried out.

Source: Egypt Youth Employment National Action Plan--NAP (2010–2015), January 2010, ILO & MoMM.

Annex 10: Egypt Roadmap for Recovery and Decent Work in Egypt 2011

**Summary of Results of
the Mission of M. Ahmed El Borai, Minister of Manpower and Migration of Egypt 21-
22 March 2011
and meeting with ILO CAI 2 April 2011**

Roadmap for Recovery and Decent Work for Egypt

Short-term: 1–3 months; Medium-term: 3–12 months; Long-term: over a year

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
Wages	Minimum Wage	Rapid setting of a minimum wage	Preparatory work on different minimum wage scenarios	HQ CAI HQ/CAI	ongoing	MOMM in cooperation with MOF will ensure that data on wages will be made available	ILO in collaboration with the Minimum Wages Council will do a more scientific exercise to determine the minimum wage after the policy clinic
		Implementation of minimum wage through well-functioning institutions	Translation of different papers on wages in Egypt Policy clinic on minimum wage to build capacity and to take a decision on which minimum wage will be announced		ongoing 11-13 April 2011	MOMM will ensure new tripartite composition of Minimum Wage Council MOMM will come up with list of participants Announcement of minimum wage 1 May 2011 or before MOMM will ensure proper implementation	
	Reform of Wage System in Public	More efficient wage system in	Technical assistance and capacity building	HQ	medium-term		

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
	Sector	the public sector					
	Setting up of Wage Bargaining Mechanisms	Wage bargaining will take place in the public and private sector	Technical assistance and capacity building	HQ	medium to long-term		
Social Dialogue and International Labour Standards	Freedom of Association and collective bargaining	Restarting of project "Promoting Fundamental Principles and Rights at Work and Social Dialogue in Egypt"	Immediate recruitment of CTA Implementation of project	CAI CAI/HQ	ongoing ongoing	The Minister will ensure all assistance needed to re-open the project	The Minister is asking for additional resources. ILO will look for resources
	Independent Trade Unions	Strengthen capacity of independent trade unions Assistance in the creation of new trade unions	Series of workshops to build capacity	CAI/HQ	March 2011 – Oct 2011		First workshop conducted 28-31 March 2011; ACTRAV secured 65000 US Dollar (20000 Cairo + 45000 HQ)
	Employers Organizations	Strengthening employers organization	Guidance and technical assistance Workshop to find out needs and to inform about different options on organizing employers	CAI/HQ CAI/HQ	as of now short-term	Minister offered to host such a workshop in the Ministry	ILO will appoint an employers specialist for the Cairo Office
	Reform of Trade Union Law	Draft proposal will be reviewed by the ILO	Assistance in the form of providing comments	HQ	as of now		Draft was handed to NORMS. DIALOGUE also offered to review the draft; NORMS

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
							extended its support to any envisaged process of legislative reform
	Culture for Social Dialogue	Promotion of social dialogue amongst the social partners and beyond Development of a vision plan for social dialogue in Egypt	Technical assistance 2-3 day workshop	CAI/HQ	as of now short-term (6 weeks preparation needed)		This area is not sufficiently covered by the Social Dialogue project
	Promotion of conventions	Increased awareness of: Convention 122 Convention 181 Maritime Convention and other conventions upon interest of Minister	Training workshops will take place on the different conventions	CAI/HQ	medium-term	Ministry will chose the conventions of highest interest	PAMOD EC project could be extended to Egypt (Promotional project to apply principles and fundamental rights at work); At least Egypt could participate in some activities
	Migration Convention	Ratification of migration convention	Technical assistance and capacity building	CAI/HQ	short-term	Minister was interested in quick ratification	
	Gender Audit	Conduct gender audit	Guiding the audit exercise and analyse results	CAI/HQ	short-term	Minister agreed to provide support	Planned for second half 2011
	Accordance of ILO Convention	Mapping exercise	3-4 day workshop	CAI/HQ	short- to medium-term		

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
	s and Egyptian Law						
Employment (including job creation, skills development and matching/intermediation processes)	Jobs Pact for Youth and Value Chain Growth Coalition for Youth Employment	Design a multi-ministerial, multi-intervention jobs pact for youth (including investment plan, job placement subsidies, work experience programmes and apprenticeship systems, employment intensive investment, SME development etc.) Identification of growth sectors Public private partnerships	Technical mission Technical guidance and capacity building	HQ CAI/HQ CAI/HQ CAI/HQ	28 – 31 May 2011 As of now		
	Employment of older people	Life long learning approaches established Reinsertion programmes for older people developed Information will be shared on best	Technical assistance and capacity building	CAI/HQ	medium-to long-term		

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
		practices regarding employment losses during privatisation processes					
	Employment intensive investment and public work programmes	Investment projects of the government become more labour intensive A public works programme will be designed Development of monitoring mechanisms to evaluate the impact of such programmes on employments	Advising investment programmes in Egypt on intensive investment strategies Participation in a joined UN/WB mission to evaluate possibilities for employment intensive interventions and public works programmes Knowledge sharing on best practices	HQ/C AI HQ/C AI HQ	as of now and medium-to long-term First mission finished, follow up mission in late April		For this the MOF will be the main partner, but MOMM will be involved in all interventions
	Small and Medium Size Enterprises (SMEs) through entrepreneurial skills development, SME promotion and business services using local economic development approaches	Entrepreneurial skills development Promotion of SMEs as an option for people Improving the legal environment for SMEs Business services for SMEs	Training of Trainers Provision of tools (training material, manuals, etc.) Adaption of training material to specific needs Translation of training material into Arabic	CAI CAI CAI CAI	as of now and medium-to long-term		Several ongoing projects of the ILO have SME components
	Employment Services	Improved capacities	TC Project on Career guidance	CAI	as of now and		Strong component

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
		of public employment services	implemented Technical assistance and capacity building	CAI/HQ	medium-to long-term		nt in CIDA project
	Quick Job Matching Exercise	Mapping in cooperation with employers and several chambers of commerce on what are the skills they demand	Conducting mapping exercise Technical assistance	CAI	short-term		
	Modern Apprenticeship schemes and on the job training schemes	Informal apprenticeship schemes in several governorates Establishment of policies for modern apprenticeship systems	Technical assistance Implementation of project components Technical assistance and capacity building	CAI CAI CAI	as of now	Ministry will decide quickly on the 5 governorates in the child labour project where implementation will take place Ministry will provide legislative support	Strong component in Child Labour project and CIDA project
	Improved Capacities of the Vocational Training Centres of the Ministry	Mapping exercise on status of the centres, their needs Up scaling of VT centres	Conducting mapping exercise in cooperation with MOMM Briefing by Mr. Luca Azzoni Technical assistance	CAI CAI CAI	short-term as of now and medium-to long-term	MOMM will provide necessary information for the assessment	Strong component in CIDA project
	Income Generating Activities	Generate income options for the parents of working children and other vulnerable groups	Implementation of project component of the Child Labour Project Technical assistance	CAI CAI	as of now and medium-to long-term		Strong component in Child Labour project

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
	People with disabilities	Increased accessibility of people with disabilities to skills and employment opportunities	Promotion of Convention 159 Capacity building Technical assistance	CAI	Medium-term		Part of CIDA project
	Development of Regional Action Plans for Youth Employment	Quick advancement in the development of the plans	Selection competition (competition between all Governorates) in close collaboration with MOMM	CAI	April – August Could be extended to other governorates afterwards	The Minister ensured strong support at the drafting stage of the plans to keep the process as short as possible	Part of CIDA project (3 governorates)
	Employment Policies	NAP revised and implemented Capacity building on employment policies	Technical and managerial assistance in the re-design and implementation of the NAP Training workshops	CAI/HQ CAI/HQ	As soon as possible ongoing		Important part of CIDA project
Labour Market Information and Analysis	Establishment of LMIAS Labour Market Studies	Increased capacity of CAPMAS and key players on LMIAS Study on discouragement of textile workers Decent work profile for Egypt Wage survey	Capacity building Conducting study and launch of study in tripartite event Conducting study Designing TC project to do survey with CAPMAS Conducting studies upon need	CAI/HQ CAI CAI/HQ CAI/HQ	ongoing ongoing 2 nd half 2011 2 nd half 2011 Upon need		Study is finished and is translated into English Part of CIDA project In cooperation with IDSC

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
		Other relevant studies conducted					In cooperation with national partners
Social Protection (including social security, working conditions and occupational safety and health)	Unemployment Insurance	Implementation of a functioning and efficient unemployment scheme	Provision of different options for unemployment insurance schemes Provision of best practices (for example Brazil)	HQ HQ	will be discussed with MOF medium-to long term		Falls under the responsibility of the MOF, however, MOMM will be engaged
	Social Security System	Extended and functioning Social Security System	Analysis of the existing legal system (based on ILO work already done in this area) Review of implementation process	HQ HQ	as of now until June 2011 medium-term		
	OSH	Ratification and implementation of convention 187	Technical assistance towards the ratification and implementation of Convention 187	CAI/HQ	Can start immediately		Preparatory work was done in 2009/2010: project proposal for continuation is designed; resources have not been identified yet
Restructuring of MOMM	Analysis of weaknesses	Identify weaknesses (based on former findings and discussions)	Guide the process of the analysis	HQ/CAI	short-term	The Minister will ensure that capacities in the MOMM will be improved, that ILO gets easier access to the	

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
						Ministry. He is committed to an open and constructive dialogue	
	Capacity building	Capacity building for 30 people from the Ministry	Participation of selected people in relevant Turin courses Capacity building activities in Egypt	CAI/HQ	as now of as now of	The Minister will identify priority areas and will select people	CIDA project has a strong component on strengthening the MOMM The Minister will be informed about past participation of members of his ministry and about possible options in the near future
Labour Inspections and Labour Administration	Strengthening Labour Inspections and Labour Administration	Development of an action plan for progress in the areas of labour inspection and labour administration Project to improve labour inspections	Needs assessment and plan development mission 2 week mission for work in Ministry Training of people in Turin (on labour law (Nov.) and on reform of public services (Oct)) Drafting proposal Assistance in the implementation process	HQ CAI/HQ	26-28 April 2011 after the ILC medium-to long-term		

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
		in QIZ zones					
Migration	Returnee workers from Libya	Provide income opportunities and/or skills development opportunities	Looking for funding options Technical assistance	CAI/HQ CAI/HQ	short-term		
	Foreign Workers in Egypt	Find options on what to do to motivate Egyptians to do these jobs	Provision of practises and lessons learned in other countries	HQ	short-term but also medium-to long-term		This was an urgent request from the Minister but no concrete follow up was decided upon
Tourism	Decent Work in Tourism Sector	Assess situation and opportunities Improve productivity of tourism sector through skills development Participation of the ILO in a Tourist Committee meeting	joined World Tourism Organisation/ILO mission Project proposal will be provided for discussion; ILO will look for possibilities to fund this project	HQ/CAI HQ/CAI CAI	short-term as of now April	Participation of the ILO upon invitation of the Minister	Part of CIDA project Project proposal would be a joined ILO/WT O programme
Agriculture	Skills Development in Agriculture	Improve skills in the agricultural sector (entreprene	Implementation of project component	CAI	as of now		Part of CIDA project

Priority area	Work area	Agreed objective	Type of ILO intervention/assistance	Responsibility	Timing	Commitment by the Ministry	Comment
		<p>urial skills, technical skills)</p> <p>Improved working conditions and acceptance of ILO standards in rural areas</p>	Declaration project for rural areas designed provide assistance in this area	HQ	Long-term		
Child Labour	Child Labour Survey	Finalize analysis of the Child Labour survey done in 2010	CAI/HQ		As now of	Support will be provided to fasten the process	

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Annex III. Country case study: Eritrea

I. Context

Background

After having witnessed decades of colonial and administrative control by Italy, Great Britain and Ethiopia, Eritrea attained independence in 1993. Eritrea is located in northeastern Africa with the Red Sea to its northern and bordering Sudan to the west, and Ethiopia and Djibouti to the south.

The country has a population of 6,233,682 and a per capita GDP of \$800. Eritrea is classified as “Low Human Development” and ranks among the world’s lowest (181st of 187).⁸⁵ The population below absolute poverty is 50% (2004), which proportion highlights the severity of the development challenges in Eritrea.

Since independence, development has lagged largely on account of an authoritarian government, internal struggle and international conflict, most importantly with Ethiopia. Eritrea’s economy is based on subsistence agriculture, and most Eritreans’ diet is supported with imported food aid. About 80% of the labour force is involved in either herding or farming, and most exports are agricultural products. However, the country possesses much potential, including natural resources such as gold and minerals, a varied landscape, a long coastline, two major harbours and a geopolitical position along one of the world’s busiest shipping routes.

Eritrea’s development priorities areas include strengthening employment creation and income generation with a focus on disadvantaged groups and geographical areas, tackling occupational safety and health (OSH) and HIV/AIDs prevention, supporting entrepreneurship and human-resources development, developing tripartism and social dialogue, so as to mobilize broad national support in these and other key reconstruction and development areas.

Particularly severe challenges include trafficking and forced labour. Eritrea is a source country for men, women and children trafficked for the purposes of forced labour and, to a lesser extent, sex and labour trafficking abroad. The country’s national service program is often abused to retain conscripts indefinitely and force them to perform labour outside the scope of their duties. Eritrea ranks as a “Tier 3” country, as the country does not fully comply with minimum standards for the elimination of trafficking and the government is not taking significant efforts to remedy the situation.

Eritrea is not a party to the UN Trafficking Protocol. Article 605 of the Eritrean Transitional Penal Code prohibits trafficking, but the article is rarely, if ever, used. Furthermore, the provision only relates to sexual exploitation and does not include labour exploitation. Enslavement is prohibited in Article 565 of the Code, but does not cover national service.⁸⁶

⁸⁵ Human Development Index

⁸⁶ This tax regime was promulgated by Proclamation No. 67/1995, see *Proclamation to Provide for the Collection of Tax from Eritreans who Live Abroad and Earn an Income* [Proclamation No. 67/1995] (Asmara: Government of Eritrea, 1995), cited in Daniel Rezene Mekonnen, “From Sawa to the Sinai Desert: The Eritrean tragedy of human trafficking,” *Asmarino Independent* (23 May 2012.), at: <http://asmarino.com/articles/1411-from-sawa-to-the-sinai-desert-the-eritreantragedy-of-human-trafficking6>.

Eritrean children are subjected to conditions of forced labour in various economic sectors, including domestic service, street vending, small-scale manufacturing, garages, bicycle repair shops, tea and coffee shops, metal workshops and agriculture.

The Eritrean Government controls people of Eritrean descent inside and outside the country through the country's ruling party, People's Front for Democracy and Justice (PFDJ) supporters, including in the refugee camps. Abroad, this network is run by Eritrean embassies carried out through a "taxation" system with the collaboration of PFDJ supporters.⁸⁷

Table 2 Key Development Indicators: Eritrea

Key Indicators	
Population (m)	6,233,682 (July 2013 est.)
Real GDP Growth	7% (2012 est.)
GDP per capita (\$US at PPP)	\$800 (2012 est.)
Employment to population ratio (both sexes, percentage)	
Male work-force participation rate	90.0%(2011)*
Female participation rate	79.8%(2011)*
Population below absolute poverty	50% (2004 est.)
Total net enrolment in primary education (both sexes)	36.9 (2009)
Total adult literacy rate	68.9%
<i>Sources: * UNdata, other figures from Index Mundi</i>	

Table 2: Ratification Records: Eritrea

Fundamental Conventions Ratified	Eritrea
<u>C029 - Forced Labour Convention, 1930 (No. 29)</u>	(in force)
<u>C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)</u>	(in force)
<u>C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)</u>	(in force)
<u>C100 - Equal Remuneration Convention, 1951 (No. 100)</u>	(in force)
<u>C105 - Abolition of Forced Labour Convention, 1957 (No. 105)</u>	(in force)
C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111).	(in force)
C138 - Minimum Age Convention, 1973 (No. 138)	(in force)
Convntnion 182 - The Convention on the Worst Forms	X

⁸⁷ The European Union increasingly has recognized that the 2% tax contravenes international tax law and that the control exercised by the Eritrean embassies through its extraterritorial revenue collection is in contravention of the Vienna Convention on Diplomatic Relations. The British Government notified the Eritrean authorities in 2011 that the Eritrean embassy should suspend the collection of the 2% tax. The German Government has demanded that tax collection by Eritrean diplomatic missions in Germany be stopped. Marjon Bolwijn, Meron Estefanosand Conny Rijken, *The Human Trafficking Cycle: Sinai and Beyond* (Oisterwijk: Wolf Legal Publishers, 4 December 2013), p. 57, at: http://www.eepa.be/wcm/dmdocuments/Small_HumanTrafficking-Sinai2-web-3.pdf.

of Child Labour, 1999 (No. 182)	
Priority Conventions Ratified	
C081 - Labour Inspection Convention, 1947 (No. 81)	X
C122 - Employment Policy Convention, 1964 (No. 122)	X
C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)	X
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	X
Number of Technical Conventions Ratified	0 out of 177

CEACR Observations

Forced Labour Conventions (C029 & C105)

In 2010, The Committee expressed concerns over exclusion of compulsory military service from the ‘forced labour’ defined under the Labour proclamation of Eritrea. The Committee repeated its requests to the government to indicate what guarantees are provided to ensure that services exacted under compulsory military service laws are used for purely military ends and, to requested supply copies of the relevant provisions.

One notable observation in 2010 concerned punishment for having participated in strikes. The Committee, having noted the government’s repeated indication that no strikes had taken place in Eritrea and, therefore, the above provisions have not been applied in practice, reiterated its hope that the necessary measures will be taken, for example, to adopt the new Penal Code, in order to ensure, both in legislation and in practice, that no sanctions involving compulsory labour be imposed for having participated in peaceful strikes.

CEACR noted no further observations or direct requests on forced labour issues after 2010.

Equality and Discrimination (C100 & C111)

In 2012 among other observations one notable observation concerned equal remuneration for work of equal value. The Committee asked the government to take concrete steps to amend the Labour Proclamation, so as to give full legislative expression to the principle under the Convention and also provide copies of the collective agreements, expressly providing for equal remuneration for men and women for work of equal value, and information on the coverage of such collective agreements in economic sectors and for workers concerned.

In 2012, one among other notable observations concerned prohibited grounds of discrimination. The Committee asked the government to indicate the concrete steps to amend the Labour Proclamation, so as to provide explicitly for protection of all workers from discrimination based on national extraction, and to indicate any progress made in this respect. It also asked the government to ensure that the new Civil Service Proclamation prohibit discrimination on all the grounds set out in Article 1(1) (a) of the Convention, including “national extraction” and “social origin.”

Freedom of Association and Collective Bargaining (C087 & C098)

In 2013, one notable observation addressed the right of workers and employers, without distinction whatsoever, to establish and join organizations. The Committee expressed the

hope that the Civil Servants' Code would be adopted shortly, so that all public servants have the right to organize, in accordance with the Convention, and requested the government to provide a copy of the Code as soon as it has been adopted.

In 2013, another observation addressed sanctions applicable in cases of anti-union discrimination or acts of interference. The Committee requested the government to provide information on any progress made in amending section 156 of the Labour Proclamation, so as to provide sufficiently dissuasive sanctions against persons guilty of anti-union discrimination or acts of interference.

The implementation plan-2012 for Eritrea notes that Eritrea has not submitted reports on C087, C098, C100 and C111, which opens the possibility of the country being asked for detailed report by the CE and plans to support the national government in fulfilling its reporting obligations.

Minimum Age Convention (C138)

In 2010, among other observations, one notable observation was regarding the scope of application concerning self-employment. The Committee requested the government to take the necessary measures to ensure that children working outside of an employment relationship, such as those working on a self-employed basis, benefit from the protection afforded under the Convention. It also requested the government to provide information on any measures taken or envisaged in this respect, including through the Ministry of Labour and Human Welfare's programme on self-employment.

In 2010, among other observations one addressed the standard on the age of completion of compulsory schooling and the minimum age for admission to employment. Considering that education is one of the most effective means of combating child labour, the Committee urged the government to improve the functioning of the education system, so as to increase school enrolment rates and reduce school drop-out rates. It requested the government to provide information on the measures taken in this regard, and on the results achieved.

II. Presence of ILO

Eritrea is a member of the ILO since 1993. ILO activities in Eritrea are managed by DWT/CO Cairo and encompass the following:

Labour Standards

- Promoting the ratification and implementation of international labour standards (ILS)
- Raising awareness of international labour standards

Employment

- Supporting local economic recovery

Social protection

- Promoting HIV/AIDS-prevention policies and code of practice in the work place
- Tripartite capacity building on OSH (2007)

- Tripartite capacity building on OSH in the mining industry (2007)
- Preparation of a national profile on OSH

Social Dialogue

- Capacity building for the National Confederation of Eritrea Workers (NCEW)
- NCEW processes and broadening of membership (2006)
- International labour standards (2007)
- Strengthening the capacity of employers' organizations
- Capacity building on tripartism and social dialogue (2007)

3. Results

According to the implementation reports, results are aligned with outcome 1 (More women and men have access to productive employment, decent work and income opportunities) and outcome 10 (Workers have strong, independent and representative organizations) in 2010-11. The table for Implementation Results is provided in the Annex.

These results include:

- The government has put in place a system to report and analyse MDG employment indicators related to MDG 1b: Achieve full and productive employment and decent work for all, including women and young people. Government institutions responsible for MDG reporting, the Ministry of Labour and constituents reported on MDG 1b (November 2011). Reports cited data sources, availability and trends analysis.
Sound national labour market data and analysis were made available to the ILO for international monitoring and comparison.
- The National Confederation of Eritrean Workers (NCEW) has sound knowledge of the trade union rights provided for in Conventions No's 87 and 98, as a result of training under development. Training has enabled NCEW's activists to have better knowledge of the content and objectives of the ILO Declaration on Fundamental Principles and Rights at Work and the Declaration on Social Justice for a Fair Globalization.

Presence of UN in Eritrea

The Government of the State of Eritrea- United Nations Strategic Partnership Cooperation Framework (SPCF), 2013–16 prioritized five strategic areas for interventions and cooperation. The strategic priority areas are: (1) Basic Social Services; (2) National Capacity Development; (3) Food Security and Sustainable Livelihoods; (4) Environmental Sustainability; (5) Gender Equity and Advancement of Women. Eight (8) intended outcomes derived from the strategic priority areas that form the key result areas under which the UN will develop its programme support strategy.

SPCF Outcome 1: Access and utilization of quality and integrated health and nutrition services improved among the general population with particular emphasis on children under five, youth, women and other vulnerable groups.
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SPCF Outcome 2: Children, including refugees have equitable access to quality basic education in the hard to reach areas of Anseba, Gash-Barka, Southern Red Sea (SRS), Northern Red Sea (NRS) and Debub.
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SPCF Outcome 3: Strengthened protection and participation of vulnerable children, adolescents, young people, women, and people with special needs, including refugees, from the impact of poverty, harmful practices, exploitation and injuries in high prevalence areas.
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SPCF Outcome 4: Selected government institutions have the capacity to effectively and efficiently deliver services to all.
SPCF Outcome 5: Strengthened national and sectoral disaster risk management.
SPCF Outcome 6: Poor and vulnerable households have improved access to, and utilization of quality food and enhanced livelihoods opportunities.
SPCF Outcome 7: Eritrea is on track toward the achievement of MDG targets for environmental sustainability (MDG 7).
SPCF Outcome 8: National institutions have gender responsive sector plans and policies and promote empowerment of women

The SPCF does not reflect specific contribution to be made by the ILO. Prior to the SPCF, the common UN framework (UNDAF 2007–11) was in place for the period

ILO, in collaboration with other agencies, has worked on issues related to:

- HIV AIDS workplace polies and programmes (CP Outcome 1.6)
- Protecting women and children from discrimination, violence and exploitation (CP Outcome 1.8)
- Improved national capacity (including National Statistical Office) for strengthening national database (CP outcome 2.1)
- Develop capacity for planning, budgeting, monitoring and evaluation by using gender and age disaggregated data (CP Outcome 2.2)
- Strengthening capacity of civil service organisations (CP outcome 2.3)
- Improved access to food (CP Outcome 3.3)
- Livelihood and reintegration opportunities for IDPs, refugees and returnees (CP Outcome 4.2)
- Gender responsive planning, monitoring and evaluation (national capacity building) (CPO 5.1)
- Economic empowerment of women in difficult circumstances (CP outcome 5.2)

In both the documents (UNDAF 2007-11 and SPCF 2013-17), Eritrea is listed as a non-resident agency.

III. Conclusion

Since no evaluations are available for ILO’s work in Eritrea, any evaluation of the achievements and shortfalls of ILO’s strategies and activities remains tenuous. However, strong UN presence in Eritrea enabled formulation of the United Nations Strategic Partnership Cooperation Framework (SPCF) 2013–16 with the government, the SPCF does not explicitly specify the role of the ILO, several areas such as extending social protection, capacity building of constituents on ILO conventions and labour standards, supporting the national government for adherence to and reporting on international commitments, strengthening gender equality in the world of work, and strengthening national statistical institutions are areas where ILO can extend support, building on its past work (as reported till 2011). Some of these are already identified in the implementation plans but concrete efforts appear to be lacking, especially since 2012. The ILO would need to have a clear strategy of

collaborating with constituents and social partners. More importantly, prioritising and resource planning would be important so as to make concrete offers for technical assistance in a country that struggles to put basic services in place.

References:

- www.cia.gov/library/publications/the-world-factbook/
- Government of the State of Eritrea-United Nations Strategic Partnership Cooperation Framework (SPCF) 2013-2016 “Driving towards MDGs” Draft Proposal – 8 November 2012, November 2012
- ILO website, www.ilo.org
- Index Mundi
- UN data

ANNEX I:

Planned activities for 2010

CPO Code and Title	Operational Outcome and Indicator Link	Description
<i>ERI100: Create decent employment especially for youth through improving employability, sustainable enterprise development and labour market policies.</i>		
ERI101: National skills development policy boosting the growth of decent work in the formal and informal economies is developed.	210250 - Outcome 02 - Skills Development Indicator: 2.1. Number of member States that, with ILO support, integrate skills development into sector or national development strategies.	The ILO, in line with the R. 195/2004 and the Conclusions on Skills of the ILS 2008, will support the Ministry of Labour, with the involvement of the social partners, to develop a Skills policy and strategy for the formal economy that enhance the offer of vocational, technical and employability skills that will open up labour market opportunities in short supply. DWT/CO-Cairo also noted that activities on this CPO will be concentrated in the second year of the biennium due to national priorities setting.
ERI103: Active labour market programmes in particular private intermediation (PREAs) are introduced	210250 - Outcome 02 - Skills Development: Indicator: 2.5. Number of member States that, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young women and men	The ILO will support the MoL and the social partners to understand a regulatory framework for PREAs necessary to introduce private intermediation. PREAs on the labour market and ALM programmes for groups with special need, including youth, ex combatants, with the direct involvement of the social partners.
ERI104: Income Generation (IG) opportunities increased and livelihoods improved through LED/LER and employment intensive initiatives	210275 - Outcome 03 - Sustainable Enterprises: Indicator: 3.2. Number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work.	ILO will assist national social partners to design and implement LED strategies. Capacity building of national and local partners will be boosted through specific LED actions/ interventions. The focus will be on creating sustainable livelihoods through income generation activities and labour intensive projects including community-based projects and infrastructure. DWT/CO-Cairo: The outcome status needs to change to be target. A RBSA proposal is submitted during Directors meeting January 2011.
ERI105: Labour market information	210225 - Outcome 01 - Employment Promotion:	Given that solid labour market information is key to identifying challenges in labour markets and monitoring policy success, the ILO will strengthen the labour market

<p>system enhanced and labour market policies are strengthened</p>	<p>Indicator: 1.3. Number of member States that, with ILO support, put in place or strengthen labour market information and analysis systems and disseminate information on national labour market trends.</p>	<p>information systems in Eritrea by giving technical support for data collection and analysis. The ILO will also help to establish a sustainable Labour Market Information System. Through capacity building, awareness rising and practical support in the area of employment policies Eritrea will be in a better position to design, implement and evaluate such policies and programs.</p> <p>(OBW Review October 2010</p> <p>Regional progress assessment: Delinked from 1.3 and linked to 19.1</p> <p>Target. Agreed at Review: OC agrees to move out of Outcome 1 into Outcome 19)</p>
<p>ERI106: Accessibility of people with disabilities to skills and employment opportunities is improved.</p>	<p>210250 - Outcome 02 - Skills Development: Indicator: 2.3. Number of member States that, with ILO support, make relevant training more readily accessible to people with disabilities.</p>	<p>The ILO constituents in Eritrea required support to assess the existing national policies, programmes and specific activities in support of the inclusion of PWDs in skills development initiatives, employment programmes and self – employment opportunities with the involvement of the organizations of PWDs and their families.</p> <p>The ILO will provide support to the constituents on the design and implementation of policies and programmes for PWDs and their families, in line with the provision of the UN convention and relevant ILO instruments.</p>
<p>ERI150: Improving working conditions with special attention to vulnerable groups and workers with HIV/AIDS</p>		
<p>ERI151: National policy framework on HIV and AIDS and the world of work strengthened to reflect the new Recommendation on HIV and AIDS and the world of work</p>	<p>310325 - Outcome 08 - HIV/AIDS</p> <p>Indicator: 8.1. Number of member States that, with ILO support, develop a national tripartite workplace policy on HIV/AIDS, as part of the national AIDS response.</p>	<p>The adoption of the new Recommendation on HIV and AIDS and the world of work requires a revision of the national policy framework on HIV and AIDS developed in Eritrea. This will also entail capacity building of focal points and labour inspectors responsible for the application of this policy framework</p>
<p>ERI152: Institutional framework and dialogue for enhanced labour protection</p>	<p>310275 - Outcome 06 - Occupational Safety and Health Indicator: 6.1. Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and</p>	<p>Provision of policy advice and assistance in the establishment of a national dialogue forum on OSH issues, and the participatory formulation of an OSH national policy, an OSH programme, and its implementation plan targeting all workers in all geographical areas and sectors of activity, including those engaged in the compulsory national service and in the informal economy. Attention to be given to ensuring that the</p>

strengthened.	health at work.	principles of convention 29 on Forced Labour (1930) are effectively implemented. OBW Review October 2010 Regional progress assessment: Moved to pipeline. Agreed at Review: In case the Cairo Office is willing to contribute with resources, the HQ will also provide. Region would put it to pipeline.
ERI800: Strong and representative employers' and workers' organizations influencing economic, social and governance policies <i>The capacities of the NCEW are strengthened to promote freedom of unions by introducing institutionalized SD</i>		
ERI801: Strengthened institutional capacity of employers' organizations	410225 - Outcome 09 - Employers' Organizations Indicator: 9.1. Number of national employers' organizations that, with ILO support, adopt a strategic plan to increase effectiveness of their management structures and practices.	Capacity building to strengthen organizational structures and internal management of employers organizations enabling them to develop new and improved services to meet the needs of member enterprises. Strategic planning and staff competence building are central to pursue this aim and to better achieve Social dialogue, tripartism, CSR, alleviation the impact of financial crisis and outreach
ERI802: Strengthened institutional capacity of workers' organizations	410250 - Outcome 10 - Workers' Organizations Indicator: 10.1. Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes.	Introducing Decent Work Agenda to NCEW and support their engagement towards the development and the implementation of DWCP. OBW Review October 2010 Regional progress assessment: Agreed at Review: Fine
ERI825: Ratification and application of international labour standards		
ERI826: Strengthened capacity of member States to ratify and apply international	110325 - Outcome 18 - International Labour Standards Indicators: 18.2. Number of member States where, through ILO support, the principles and rights	Training in report writing and wider dissemination of principles of the ILO fundamental conventions with a view of establishing a TC project expected to be funded by the EC.

<p>labour standards and to fulfil their reporting obligations</p>	<p>contained in international labour standards are incorporated in development assistance frameworks or other major initiatives.</p>	<p>A tripartite workshop promoting the priority convention C.122 on Employment Policy</p> <p>ILO technical assistance to support the establishment of statistical information of women's participation in education and employment to better assess the</p> <p>implementation of C.100 and C111, respectively, on pay equity and non-discrimination promoting the ratification of C.122, on employment policy on in employment and occupation ILS support to the process of finalizing a national policy for HIV/AIDS at workplace through a workshop on relevant ILS standards from which to draw elements of a policy.</p> <p>Training of stakeholders including labour inspectors on how to implement the principle of "equal pay for work of equal value" & how to use ILO publication on the subject.</p> <p>Take the opportunity of the ILO advisory mission to review the pension fund to raise awareness of the up-to-date standards on social security, particularly, C.102</p>
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Planned Activities for 2012

CPO Code and Title	Operational Outcome and Indicator Linkage	Description
<i>ERI100: Create decent employment especially for youth through improving employability, sustainable enterprise development and labour-market policies, sustainable enterprise development and labour market policies</i>		
CPO	P&B Link	Description
ERI101: National skills development policy boosting the growth of decent work in the formal and informal economies is developed.	210250 - Outcome 02 - Skills Development: Indicator: 2.1. Number of member States that, with ILO support, integrate skills development into sector or national development strategies	The ILO, in line with the R. 195/2004 and the Conclusions on Skills of the ILS 2008, will support the Ministry of Labour, with the involvement of the social partners, to develop a Skills policy and strategy for the formal economy that enhance the offer of vocational, technical and employability skills that will open up labour market opportunities in short supply.
ERI103: Active labour market programmes in particular private intermediation (PREAs) are Introduced	210250 - Outcome 02 - Skills Development Indicator: 2.5. Number of member States that, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young women and men	The ILO will support the MoL and the social partners to understand a regulatory framework for PREAs necessary to introduce private intermediation. PREAs on the labour market and ALM programmes for groups with special need, including youth, ex-combatants, with the direct involvement of the social partners.
ERI104: Income Generation (IG) opportunities increased and livelihoods improved through LED/LER and employment intensive	210275 - Outcome 03 - Sustainable Enterprises: Indicator: 3.2. Number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work.	ILO will assist national social partners to design and implement LED strategies. Capacity building of national and local partners will be boosted through specific LED actions/ interventions. The focus will be on creating sustainable livelihoods through income generation activities and labour intensive projects including communitybased projects and infrastructure.

initiatives		
<p>ERI105: Labour market information system enhanced and labour market policies are strengthened</p>	<p>210225 - Outcome 01 - Employment Promotion: Indicator: 1.3. Number of member States that, with ILO support, put in place or strengthen labour market information and analysis systems and disseminate information on national labour market trends.</p>	<p>Given that solid labour market information is key to identifying challenges in labour markets and monitoring policy success, the ILO will strengthen the labour market information systems in Eritrea by giving technical support for data collection and analysis. This will build on activities done in the past and a recent workshop on LMIS where their needs were identified. It is one of the few areas where Eritrea has renewed their interest to work with the ILO despite their critical attitude regarding UN assistance. This would therefore allow having the door open to cooperate with Eritrea. The other area where Eritrea showed interest for further cooperation is the area of employment policies. Therefore, through capacity building, awareness rising and practical support in the area of employment policies and LMIAS Eritrea will be in a better position to design, implement and evaluate policies and programs.</p>
<p><i>ERI150: Improving working conditions with special attention to vulnerable groups and workers with HIV/AIDS</i></p>		
<p>ERI151: Capacity of social partners to tackle the issues of OHS and HIV/AIDS at the workplace level improved</p>	<p>310325 - Outcome 08 - HIV/AIDS: Indicator: 8.1. Number of member States that, with ILO support, develop a national tripartite workplace policy on HIV/AIDS, as part of the national AIDS response</p>	<p>The specific objectives of the program are:</p> <ol style="list-style-type: none"> 1. Revise the existing policy framework on HIV and AIDS and the world of work to reflect the principles enshrined in the Recommendation 200.2. To strengthen NCEW's efforts to effectively tackle the issues of OHS and HIV/AIDS at the workplace level using the Recommendation 200
<p>ERI152: Institutional framework and dialogue for enhanced labour protection strengthened.</p>	<p>310275 - Outcome 06 - Occupational Safety and Health: Indicator: 6.1. Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work.</p>	<p>Provision of policy advice and assistance in the establishment of a national dialogue forum on OSH issues, and the participatory formulation of an OSH national policy, an OSH programme, and its implementation plan targeting all workers in all geographical areas and sectors of activity, including those engaged in the compulsory national service and in the informal economy. Attention to be given to ensuring that the principles of convention 29 on Forced Labour (1930) are effectively implemented.</p>

<i>ERI 800: Strong and representative employers' and workers' organizations influencing economic, social and governance policies (The capacities of the NCEW are strengthened to promote freedom of unions by introducing institutionalised SD.)</i>		
ERI 801: Strengthened institutional capacity of employers' organizations	410225 - Outcome 09 - Employers' Organizations: Indicator: 9.1. Number of national employers' organizations that, with ILO support, adopt a strategic plan to increase effectiveness of their management structures and practices.	Capacity building to strengthen organizational structures and internal management of employers organizations enabling them to develop new and improved services to meet the needs of member enterprises. Strategic planning and staff competence building are central to pursue this aim and to better achieve Social dialogue, tripartism, CSR, alleviation the impact of financial crisis and outreach.
ERI802: Strengthened institutional capacity of workers' organizations	410250 - Outcome 10 - Workers' Organizations: Indicator: 10.1. Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes	Introducing Decent Work Agenda to NCEW and support their engagement toward the development and the implementation of DWCP.
<i>ERI825: Ratification and application of international labour standards</i>		
ERI826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations	110325 - Outcome 18 - International Labour Standards: Indicator18.2. Number of member States where, through ILO support, the principles and rights contained in international labour standards are incorporated in development assistance frameworks or other major initiatives.	Accessing Eritrea has been difficult and priorities seem to focus at the present on health and the displaced. Moreover, Eritrea has not submitted reports on C.87, 98, 100 and 111, according to the latest information provided by NORMES. This opens the possibility of the country being asked for detailed report by the CE. Comments: Eritrea has not submitted reports on C.87,98,100 and 111 which opens it to the possibility of being asked for detailed report by the CE if a non-response continues for more than three times.

Planned Activities for 2014

CPO code and title	Operational Outcome and Indicator Link	Description
<i>ERI100: Create decent employment especially for youth through improving employability, sustainable enterprise development and labour market policies.</i>		
ERI101: National skills development policy boosting the growth of decent work in the formal and informal economies is developed.	210250 - Outcome 02 - Skills Development Indicator: 2.1. Number of member States that, with ILO support, integrate skills development into sector or national development strategies.	The ILO, in line with the R. 195/2004 and the Conclusions on Skills of the ILS 2008, will support the Ministry of Labour, with the involvement of the social partners, to develop a Skills policy and strategy for the formal economy that enhance the offer of vocational, technical and employability skills that will open up labour market opportunities in short supply.
ERI103: Active labour market programmes in particular private intermediation (PREAs) are introduced	210250 - Outcome 02 - Skills Development Indicator: 2.5. Number of member States that, with ILO support, develop and implement policies and programmes to promote productive employment and decent work for young women and men	The ILO will support the MoL and the social partners to understand a regulatory framework for PREAs necessary to introduce private intermediation. PREAs on the labour market and a ALM programme for groups with special need, including youth, ex combatants, with the direct involvement of the social partners
ERI104: Income Generation (IG) opportunities increased and livelihoods improved through LED/LER and employment intensive initiatives	210275 - Outcome 03 - Sustainable Enterprises Indicator 3.2 Number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work.	ILO will assist national social partners to design and implement LED strategies. Capacity building of national and local partners will be boosted through specific LED actions/interventions. The focus will be on creating sustainable livelihoods through income generation activities and labour intensive projects including community based projects and infrastructure.
ERI105: Labour market information system enhanced and labour market policies are Strengthened	210225 - Outcome 01 - Employment Promotion Indicator: 1.3. Number of member States that, with ILO support, put in place or strengthen labour market information and analysis systems and disseminate information on national labour market trends.	

<i>ERI150: Improving working conditions with special attention to vulnerable groups and workers with HIV/AIDS</i>		
ERI151: Capacity of social partners to tackle the issues of OHS and HIV/AIDS at the workplace level improved	310325 - Outcome 08 - HIV/AIDS Indicator 8.1. Number of member States that, with ILO support, develop a national tripartite workplace policy on HIV/AIDS, as part of the national AIDS response.	The specific objectives of the program are: 1. Revise the existing policy framework on HIV and AIDS and the world of work to reflect the principles enshrined in the Recommendation 200 2. To strengthen NCEW's efforts to effectively tackle the issues of OHS and HIV/AIDS at the workplace level using the Recommendation 200.
ERI152: Institutional framework and dialogue for enhanced labour protection strengthened	310275 - Outcome 06 - Occupational Safety and Health Indicator: 6.1. Number of member States that, with ILO support, adopt policies and programmes to promote improved safety and health at work.	Provision of policy advice and assistance in the establishment of a national dialogue forum on OSH issues, and the participatory formulation of an OSH national policy, an OSH programme, and its implementation plan targeting all workers in all geographical areas and sectors of activity, including those engaged in the compulsory national service and in the informal economy. Attention to be given to ensuring that the principles of convention 29 on Forced Labour (1930) are effectively implemented.
<i>ERI800: Strong and representative employers' and workers' organizations influencing economic, social and governance policies</i>		
ERI801: Strengthened institutional capacity of employers' organizations	410225 - Outcome 09 - Employers' Organizations Indicator: 9.3. Number of national employers' organizations that, with ILO support, have enhanced capacity to analyse the business environment and influence policy development at the national, regional and international levels.	The EFE is a small federation with limited resources. It indicated its wish to organize as first priority a seminar on HIV/AIDS as prevention. This could be a means to work on the EFE mission and structure. This is a consensual issue given the political situation.
ERI802: Strengthened institutional capacity of workers' organizations	410250 - Outcome 10 - Workers' Organizations Indicator: 10.1. Number of national workers' organizations that, with ILO support, include the Decent Work Agenda in their strategic planning and training programmes.	Introducing Decent Work Agenda to NCEW and support their engagement towards the development and the implementation of DWCP.
<i>ERI825: Ratification and application of international labour standards</i>		

<p>ERI826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations</p>	<p>110325 - Outcome 18 - International Labour Standards</p> <p>Indicator: 18.2. Number of member States where, through ILO support, the principles and rights contained in international labour standards are incorporated in development assistance frameworks or other major initiatives.</p>	<p>Accessing Eritrea has been difficult and priorities seem to focus at the present on health and the displaced. Moreover, Eritrea has not submitted reports on C.87, 98,100 and 111, according to the latest information provided by NORMES.</p> <p>This opens the possibility of the country being asked for detailed report by the CE.</p>
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Annex II. Reported results from Eritrea for Biennia 2010–11 and 2012–13

CPO/title	P&B (Outcome Indicator)	Result Reported	ILO Contribution
Biennium 2010–11			
ERI105	Outcome 1 ⁸⁸	<p>Government has put in place a system to report and analyse MDG employment indicators related to MDG 1b. Government institutions responsible for MDG reporting, the Ministry of Labour and constituents from the three countries reported on MDG 1b (November 2011). Reporting information included data sources, availability and trends analysis.</p> <p>Sound national labour market data and analysis were made available to the ILO for international monitoring and comparison.</p>	<p>Contributed a technical book on monitoring MDG employment indicators in the African context; provided capacity building to staff of national best practices on collecting, analysing and disseminating data pertaining to the MDG employment indicators. Organized a sub -regional tripartite workshop to discuss the development of the reporting system.</p> <p>Organized one capacity-building workshop (November 2011) for constituents on labour market information and analysis; supported capacity building of the national statistical agency and labour department through training courses at the Turin Centre. Contributed an action plan to the Ministry of Labour on strengthening labour market information and analysis.</p>

⁸⁸ More women and men have access to productive employment, decent work and income opportunities

ERI802	Outcome 10 ⁸⁹	The National Confederation of Eritrean Workers (NCEW) has sound knowledge of the trade union rights provided for in C 87 and 98, as a result of training under development. Training enabled NCEW's activists to have better knowledge of the content and objectives of the ILO Declaration on Fundamental Principles and Rights at Work and the Declaration on Social Justice for a Fair Globalization.	Facilitated training to strengthen the capacity of NCEW leaders to become educated on trade union rights and collective bargaining in line with international labour standards; made available educational materials on ILO actions to promote social justice in the world and to implement fundamental rights at work.
Biennium 2012-13: No results reported			

⁸⁹ Workers have strong, independent and representative organizations

Annex IV. Country Case Study: Libya

I. Context

Political and Social Background

Italians displaced the Ottoman Turks in 1911 and made Libya an Italian colony. Italian control of Libya lasted till World War II. After the fall of Tripoli in January 1943 to the Allied Forces, Libya came under allied administration and on November 21, 1949, the United Nations voted that Libya should become independent. Subsequently, in 1951 Libya achieved independence and became the first country to gain freedom from colonial rule through the United Nations. In 1969, Colonel Muammar Gaddafi, led a coup against the then ruler and became an absolute leader of the Republic in what he described as direct democracy. The Gaddafi regime was eventually toppled in mid-2011 and replaced by a transitional government.

The United Nations Support Mission in Libya (UNSMIL), a special political mission was established in 2011 by the UN Security Council in its Resolution 2009 (September 2011) at the request of the Libyan authorities following six months of armed conflict to support the country's new transitional authorities in their post-conflict efforts. The mission has been renewed twice since then. It is led by the Special Representative of the Secretary General (SRSG). The resident coordinator is also the Humanitarian Coordinator and Deputy Special Representative of the Secretary-General (DSRSG).

On 20 October 2011, the interim government of Libya announced the beginning of a "New Libya". An Interim Council of Ministers was formalized in November 2011 and was entrusted with the responsibility for organising elections. Following the elections in July 2012, the National Transitional Council (NTC) handed over power to the General National Congress (GNC). The elected National Congress (Parliament) appointed a prime minister and established a transitional government in November 2012. A constitutional committee of 60 people is responsible for the drafting of the Constitution.

The UN (Support) Mission in Libya is overseen by the United Nations' Department of Political Affairs, which provides guidance and operational assistance and support Libyan efforts in five main areas: managing the process of democratic transition, promoting the rule of law and monitoring and protecting human rights, restoring public security, countering illicit proliferation of all arms and related materiel of all types, and, coordinating international assistance and building government capacity across all relevant sectors.

Libya's population is estimated at around 6 million in 2011 and is comprised almost entirely of Arab and Berber peoples (97%) who consider themselves followers of Islam (Sunni). In 2013, the population growth rate (4.85%) ranked as highest in the world. Libya falls into the "High Human Development" category of HDI, with a rank of 64 out of 177 countries. Common health indicators for Libya, however, fall in the lower-middle range worldwide with maternal mortality, infant mortality, and life expectancy earning the country 103rd, 128th and 88th respectively. Since

the normalization of external relations, marked by the 2003 and 2004 lifting of UN and US economic sanctions, the government embarked on a clear path of economic reform. Libya's economy is structured primarily around the nation's energy sector, which generates about 95% of export earnings, 80% of GDP, and 99% of government income. Substantial revenue from the energy sector coupled with a small population gives Libya one of the highest per capita GDPs in Africa (around \$73 billion), but Tripoli largely has not used its significant financial resources to develop national infrastructure or the economy, leaving many citizens unemployed and poor. The economy displays the classical features of an oil-rich economy: lack of economic diversification and significant reliance on immigrant labour. The unemployment rate is as high as 30% and predominately affects youth and women⁹⁰.

Key Facts and Figures	Libya
Population	6,002,347 (July 2013 est.)
Real GDP Growth	104.5% (2012 est.)
GDP Per head (\$US at PPP)	\$12,300 (2012 est.)
Unemployment Rate	30% (2004 est.)
Overall Participation Rate	
Male Participation Rate	
Female Participation Rate	
Population Below National Poverty Line	about one-third of Libyans live at or below the national poverty line
Total Net Enrolment Primary Education	-----
Total Adult Literacy Rate	89.5% (2011 est.)

Libya is also a destination and transit country for men and women from sub-Saharan Africa and Asia seeking work, mostly as labourers and domestic workers. Libya also serves as a transit point for migrating to Europe, hence is a common route taken by traffickers and undocumented migrants⁹¹. The country ranks as a "Tier 3" country in the US government's Trafficking in Persons Report, meaning it does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so.

Key Facts and Figures	Libya
Population	6,002,347 (July 2013 est.)
Real GDP Growth	104.5% (2012 est.)
GDP Per head (\$US at PPP)	\$12,300 (2012 est.)

⁹⁰ Sources:

- <http://www.ilo.org/public/english/region/afpro/cairo/countries/libya.htm>
- <http://www.au.int/en/sites/default/files/Country%20Profile%20LIBYA.pdf>
- <https://www.cia.gov/library/publications/the-world-factbook/geos/ly.html>
- <http://www.indexmundi.com/libya/>

⁹¹ <http://www.refworld.org/docid/51c2f3ab14.html>

Unemployment Rate	30% (2004 est.)
Overall Participation Rate	
Male Participation Rate	
Female Participation Rate	
Population Below National Poverty Line	about one-third of Libyans live at or below the national poverty line
Total Net Enrolment Primary Education	-----
Total Adult Literacy Rate	89.5% (2011 est.)

Priorities of the Libyan government

The post conflict government in Libya (Ministry of Planning) has laid out the following 10 priority areas:

- Provide care and support to injured revolutionaries, families of martyrs, missing persons, and those affected by the conflict.
- Provide support to the combatants and facilitate their integration in civil life.
- Reinforce national and domestic security as well as maintain the country's unity.
- Return to normalcy and ensure a dignified life for all Libyan citizens.
- Commitment to achieving democracy, transparency, rule of law, respect for human rights, and provide support to civil society organizations.
- Revive the national and local economy and set the stage for a new national economic policy.
- Assess, preserve, and develop Libyan investments and assets, whether in Libya or abroad.
- Achieve transitional justice and national reconciliation.
- Prepare for the election and convening of a National Congress.
- Develop a future vision for Libya in the economic, social, and service sectors.

Based on the broader development objectives and the identified priority areas, ministries have developed their own sectoral plans. The Strategic Framework 2013–2014 of the UN country team in Libya is also based on these identified priorities.

The current UNCT Strategic Framework (2013–14) commits to support the Government in six key areas:

- Social Services (health, education and social protection)
- Economic Recovery (construction and development of the national economy and support the implementation of policies based on a sustainable development strategy)
- Support for democratic governance through the establishment of governmental institutions that can contribute to sustainable development
- Transitional Justice (support to facilitate the development of a strategy of transitional justice)
- Culture and tourism (to preserve the national heritage and culture)
- Infrastructure and Housing

- Intervention modalities of the UN Mission in Libya are guided by the following principles:
- Direct intervention in the provision of services and specialized consulting directly with ministries and national institutions
- A coherent and disciplined inter-agency approach
- Focus on the pressing needs of the government

Currently, 18 UN agencies, programs and funds are represented in Libya. The ILO, with six other agencies (UN-HABITAT, UNIDO, IAEA, IMF, ICAO and UNV), is not a resident agency, but is a member of the UNCT. The World Bank and the International Monetary Fund (IMF) are also part of the UNCT led by the Resident Coordinator.

Ratification Record

Libya has ratified all of the eight fundamental (core) conventions and two of the four priority conventions.⁹²

Fundamental Conventions Ratified	Libya
C029 - Forced Labour Convention, 1930 (No. 29)	(in force)
C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)	(in force)
C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)	(in force)
C100 - Equal Remuneration Convention, 1951 (No. 100)	(in force)
C105 - Abolition of Forced Labour Convention, 1957 (No. 105)	(in force)
C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111) .	(in force)
C138 - Minimum Age Convention, 1973 (No. 138)	(in force)
Convetnion 182 - The Convention on the Worst Forms of Child Labour, 1999 (No. 182)	(in force)
C081 - Labour Inspection Convention, 1947 (No. 81)	(in force)
C122 - Employment Policy Convention, 1964 (No. 122)	(in force)
C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)	X
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	X
	19 out of 177

⁹² Source: <http://www.ilo.org/dyn/normlex/en/f?p=1000:11003:0::NO:>

II. The ILO in Libya⁹³

Identified areas for support

Prior to the Libyan conflict, the country was facing profound decent work challenges. These challenges included high unemployment rates, especially among the youth (estimates indicate rates of above 30 per cent), inadequate rights at work, lack of freedom of association, a weak social protection system, and the absence of social dialogue. Following the outbreak of the Libyan conflict, these challenges further deepened. The ILO Cairo in collaboration with ILO Regional Office for Africa (ROAF) has developed a post conflict strategy to guide support to Libya in the transitional period. The Decent Work Agenda is placed at the center of ILO's post conflict strategy for Libya. The immediate objectives of this strategy are:

- ▶ To provide fast track support to the interim government for socio-economic stabilization, recovery, and sustainable development;
- ▶ To promote the decent work agenda as a key instrument for post conflict recovery and peace-building within UN, key development partners, and transitional government policy and technical cooperation agendas;
- ▶ To undertake seed activities that position the decent work agenda at the center of policy and technical cooperation initiatives in Libya, including participating in the Libya Coordinated Needs Assessment (LCNA) that will materialize through a joint post conflict needs assessment.

The ILO Regional Strategy for North Africa notes high unemployment rates, especially among the youth (estimates indicate rates of above 30 per cent), inadequate rights at work, lack of freedom of association, a weak social protection system, and the absence of social dialogue as major challenges Libya faces. By the time the ILO Strategy for North Africa was finalised, ILO did not have any direct activity in Libya; nor was a Decent Work Programme for Libya in Place. As Libya is trying to recover from the recent conflict, the focus is obviously on reconstruction of social, economic and infrastructural deficits. Capacity building and technical assistance have been requested by the Ministry of Labour in areas of international labour standards (ILS); employment; skills development; and social dialogue⁹⁴. The ILO also considers occupational safety and health (OSH) as an important area of work in Libya. Specific measures considered by the ILO in these areas are as below:

1. **International labour standards:** Reviewing Libya's existing labour legislation with the aim of drafting a new labour law in line with ILO ILS.
2. **Employment:** Identification of key indicators of the labour market (KILM) in order to benchmark active labour market measures. The strategy will also include improving the match between labour market demand and supply, as well as the intermediation by public and private employment services

⁹³ Strategy for North Africa 2011-2015: Employment for Stability and Socio-Economic Progress in North Africa; <http://www.ilo.org/public/english/region/afpro/cairo/countries/index.htm>

⁹⁴ ILO strategy for North Africa

3. **Skills Development:** Support in bridging the gap in youth skills in order to boost employability and increase access to employment opportunities. Capacity building in labour administration and labour market analysis will also be provided to Ministry staff.

4. **Social dialogue:** Provide capacity building in social dialogue for newly emerging trade unions in Libya. The ILO also intends to have consultations with new employers’ organisations to identify areas of support in order to build a solid ground for social dialogue.

5. **Occupational safety and health (OSH):** Awareness and advocacy with constituents on OSH issues.

Potential areas of technical cooperation identified under ILO’s regional strategy for North Africa	Areas of support as per the ILO website for Libya⁹⁵ (last updated in July 2012)
<p>Restructuring and/or rebuilding of Labour Administration Units within the MOL its attached institutions.</p> <p>Renovating existing vocational rehabilitation centers in Tripoli and Benghazi, and establishing new centers in the most needed areas.</p> <p>Establishment of a labour market information and analysis system (LMIAS)</p> <p>Conducting a labour force survey</p> <p>Composing a youth employment policy</p>	<p>Employment:</p> <p>Supporting the development of a national vocational training system</p> <p>Promoting entrepreneurship culture, through training trainers specialized in entrepreneurship and management training, using ILO training tools for micro - and small entrepreneurs.</p> <p>Social protection:</p> <p>Capacity building of ILO constituents in accessing Occupational Safety and Health (OSH) information worldwide</p> <p>Facilitating networking with European OSH institutions.</p>

Constituents

As described earlier, the governance structure and institutions are being strengthened and there is a positive progression on this front. So far there appears to be a strong collaboration between the government and the UN community. No recognised employers’ organisation exists. EO representatives who participate in various meetings of the ILO (GB, Conference), do without an official mandate, as is the case for the Workers Organisations as well. Currently two sectoral (aviation and maritime) unions exist, and both are public sector.⁹⁶

⁹⁵ <http://www.ilo.org/public/english/region/afpro/cairo/countries/libya.htm>

⁹⁶ Mission Report (June 2013) by the ILO officials.

CEACR observations

This section summarises some of the important Observations and Direct Requests (DR) made by the CEACR from 2009 onward.⁹⁷

Direct Request: C102 -Social Security (Minimum Standards) convention; adopted in 2010

The Committee expressed regret that the Government had not furnished any report on earlier request with regard to “medical care” and “maternity benefit” and hoped that the government, with ILO’s assistance will provide statistical information with its next report on the scope of each of the above contingencies.

It also requested the Government to indicate whether actuarial studies and calculations concerning the financial equilibrium of social security had been carried out recently (which should be carried out every three years) and, if so, to provide the results of these studies. As per the Committee’s record, such study was still underway.

Direct Request: C100- Equal Remuneration Convention; adopted in 2009

Recalling its previous comment on the matter where the Committee had requested the Government to address the discrepancy between various sections the Labour Code 1970 (section 31 prohibits wage discrimination between men and women if “the nature and the circumstances of the work are the same”, and section 91 states that all texts regulating employment shall apply to women and young persons without discrimination for work of equal value. The government reported that the wording of section 31 has been replaced by “work of equal value” in the new draft Labour Code, which is before the General People’s Congress for its review. The Committee asked the Government to provide a copy of the new text, once it has been adopted.

On the matter of application of the principle to foreign workers, The Committee noted that the Government’s report does not contain any reply to its previous requests concerning the application of the principle to non-nationals, in law and in practice. The reiterated its previous requests to the Government to consider amending relevant section of Decision of the General People’s Congress on the promulgation of regulations on the employment of non-national employees in enterprises and public undertakings. This, the Committee considered necessary to bring the law into conformity with the practice and to ensure that foreign women workers and their families are not discriminated against with respect to employment-related benefits. The Committee also asked for statistics disaggregated by sex on the grades and wages of non-nationals or, in the absence of such statistics, provide information on the measures taken to collect sex-disaggregated statistics on the wages paid to foreign workers in the various occupational sectors.

⁹⁷ The section on CEACR observation is limited to observations and Direct Requests on core conventions and matter related to social security. Content for the 2013 acknowledgement on 138 is pending, as per NORMLEX.

Direct Request: C182- Worst Forms of Child Labour Convention, 1999

The Committee observed that the government order prohibiting trafficking for the purpose of labour exploitation and does not address the trafficking of children for the purpose of sexual exploitation. It also observed that the prohibition on kidnapping does not appear to address the sale or purchase of a child for the purpose of sexual exploitation, nor the transport of a trafficked child. Referring to the observation regarding absence of a comprehensive Law in Libya to address trafficking made by Committee on the Elimination of Discrimination against Women (CEDAW), the CEACR urged the Government to take the necessary measures to ensure that a comprehensive prohibition on all forms of trafficking of persons under 18 years of age, including for the purpose of sexual exploitation, is adopted in the near future.

The Committee also requested that children in between 14 and 18 years of age who are exploited in the production of pornography or pornographic performances are treated as victims rather than offenders. Noting an absence of legislative provisions specifically prohibiting the involvement of children in the production of pornography, the Committee strongly requested the Government to take the necessary measures and provide a copy of such legislation, once adopted. In similar lines, the Committee also requested the government to take urgent steps to prohibit procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs through appropriate legislative reforms. Other important observations by the Committee relating to Worst forms of Child labour relate to:

- Identification and periodic revision of the list of hazardous work through the impending promulgation of the new Labour Code.
- Provide information on the role, functions and activities of the Childhood Welfare Department in monitoring the worst forms of child labour.
- Provide information on the effective and time-bound measures taken toward combating and preventing trafficking of people below 18 years of age, with particular attention to migrant children and report to the Committee on the same.

Observation: C111-Discrimination (employment and Occupation) Convention-adopted in 2009

Discrimination on the basis of race, colour or national extraction. The Committee urged the Government to take immediate steps to examine the situation of alleged racial and ethnic discrimination against foreign workers originating from sub-Saharan Africa, and to report on the findings. The government was also asked to provide information on measures taken to prevent and eliminate such discrimination and promote a culture of tolerance and respect between Libyan citizens and workers from other African countries.

Citing an absence of national policy on equality, the Committee urged the government to develop explicit policy in this regard, in conformity with the provisions of the convention. The Committee noted that the new Labour Code is in the process of validation, that hopefully, would address these issues.

Equality of opportunity and treatment between men and women with respect to employment and occupation, vocational training and placement services: The Committee had expressed concern that the practical effect of certain provisions in Decision No. 258, 1989 referring to “suitable job opportunities to women”, “suitable to women’s nature and social conditions” or “suitable their

psychological and physical make-up” could result in gender inequalities in the labour market, and encourage occupational gender segregation. The Committee asked the government to provide information on⁹⁸ :

- (i) the meaning of “suitable job opportunities to women”, “suitable to women’s nature and social conditions” or “suitable to their psychological and physical make-up” referred to in Decision No. 258, 1989, of the General People’s Committee on the rehabilitation and training of women;
- (ii) the concrete measures taken or envisaged to ensure that the practical effect of Decision No. 258, 1989, does not lead to women being excluded or discouraged from participating in vocational training courses or being denied job opportunities in traditionally male areas, and the results achieved;
- (iii) detailed statistical data disaggregated by sex on the employment of men and women in the various occupations and sectors of the economy, including their employment in high-level posts in both the public and the private sectors;
- (iv) the practical effect given to sections 2 to 4 of Decision 258, 1989, and their impact on improving the position of women in the labour market; and
- (v) detailed statistical data disaggregated by sex on women’s and men’s participation in all fields of vocational training and education, and the measures taken to ensure that women are offered a wide range of job opportunities at all levels, including in sectors in which they are currently absent or under-represented.

III. Way forward for the ILO in Libya

The objective of the mission was making contact with the Libyan authorities to explore their needs and to identify priority areas in which the ILO could provide support to meet immediate needs, and those in the longer term.

The real issue of the construction of the State is to proceed in an orderly way with consideration to the urgency. The establishment of a social security system is the priority. Given the urgency of the staff training in this field, training was organized at the Turin Centre while a request was made to reserve seats for Libyan students at the School Social Security in Algeria.

The Turin training comprises of the following:

- How to organize a department on its mandate: general affairs, administration, technical cooperation, monitoring and evaluation
- The project cycle
- Executive training on social affairs and social security for dissemination to other staff members

⁹⁸ Given the importance of each point, all the points have been retained here without rewording.

- A study trip to ILO headquarters for different departments to understand/ visualize the ILO and realize the possible technical support

Taking into consideration the need of the situation, the interlocutors requested for support to train the staff members from different departments (administration, planning, evaluation and monitoring), before tackling development programs. Along with this demand of an organizational nature, support in technical areas of each department was requested. With regard to these requests, ILO's intervention programme was presented to all interlocutors (ILO Headquarters/field tripartite structure, strategic objectives, cooperation modality, key areas of intervention at the level of organizational structure and associated main activities). In this context, with reference to the Training Centre in Turin, ILO plays an important role in prioritizing interventions, spread in the short, medium and long term, and its progress in an orderly and coordinated manner between the Headquarters, departments and field structures.

The RC also expressed the hope that the ILO could be associated with the initiative which is taking place on supporting the DDR (Disarmament, Demobilization and Reintegration) of ex-combatants, in collaboration with the Warriors Affairs Committee (WAC).

Potential areas of cooperation:

- Review of the ILO on two projects with the World Bank: one on financial management in the public sector and the second on "capacity building" for public sector institutions
- Development of a training program with the Turin Centre in different areas (free trade zones, foreign investment and stock market). Two groups of beneficiaries are planned: middle management and operational staff
- The Labour Code – opinions and suggestions to meet the standards
- Training in the field of protection of workers' rights
- Capacity building on the organization of a union of workers' organizations and the management of such an organization
- Training for ministry staff in different fields (IT, Management, etc.). A three-year training program could be set up with the Turin Centre (with sessions in Turin and then to Tripoli) so that staff can acquire basic skills
- Support in the field of statistics through staff training on technical and methodological issues
- Information on the labor market, training on basic ILS and English language training
- The reintegration component (DDR) of former combatants training for their recruitment into the security forces

The ILO activities pertaining to Libya are presented in a detailed tabular format as ***Annexure I: Implementation Report*** and ***Annexure II: Overview of CPOs***. It is important to note that most CPOs are not linked to resources.

1. Annexes

1. Annex I: Implementation Report

CPO/Title	P&B Indicator	Outcome Result Reported	ILO Contribution
<i>Biennium 2010-11</i>			
No results have been reported for this biennium			
<i>Biennium 2012-13</i>			
Libya	<p>Outcome 18 - International labour standards are ratified and applied.</p> <p>Indicator 18.1: Number of member States that, with ILO support, take action to apply international labour standards, in particular in response to issues raised by the supervisory bodies.</p>	<p>(case of interest re: 29) Concerning domestic workers, in accordance with section 3 of the Labour Relations Act of 2010, they receive the enlisted benefits which include social protection, employment contract, social security, right to join labour organizations, age requisite, and maternity leave.</p> <p>(case of satisfaction re: C.103) In accordance with section 4 of the Labour Relations Act of 2010, all work relations are in principle covered by the newly adopted legislation in conformity with article 1 of the convention and that the qualifying period of six consecutive months of employment in order to benefit from maternity leave has been repealed</p>	<p>Regarding cases of progress, which were noted with satisfaction or interest by the Committee of Experts on the Application of Conventions and Recommendations (CEACR), the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the ILO Office. These comments were prepared with the assistance of the ILO Office. The ILO Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.</p>

	brining the national legislation in compliance with article 3(1) of the convention.	
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2. Annex II: Overview of CPOs

Libya:	
CPO/Title	ILO Contribution
<p>LBY126: Le système d'inspection du travail est renforcé dans le contrôle de l'application des législations du travail</p>	<p><i>Biennium 2012/13:</i> ILO will support the Libyan government in order to achieve a Post Conflict recovery that is job rich and inclusive with special focus on women, young men and women, persons with disabilities and the other vulnerable groups. The activities aim at supporting stabilization and peace-building efforts in Libya and firmly positioning the decent work agenda within Libya's reconstruction and recovery agenda. The immediate objectives are as follows: to provide fast track support to the interim government for socio-economic stabilization, recovery, and sustainable development; to promote the Decent work agenda as a key instrument for post conflict recovery and peace-building within UN, key development partners, and transitional government policy and technical cooperation agendas; and, to undertake seed activities to position the decent work agenda at the centre of policy and technical cooperation initiatives in Libya including participating to the Libya Coordinated Needs Assessment (LCNA) that will materialize through a joint Post-Conflict Needs Assessment. The outputs include supporting SME and social economy organisation, with a focus on recovering lost assets and facilitating resumption of business; LER/D activities initiated at local level; reintegration and rehabilitation programmes; capacities establishment for the development of employability (skills development) and employment policy; support provided to address skill gap; Fast track modular vocational training services (skills for recovery) initiated; High employment Committee established and able to measure employment impact of potential reforms (before adoption) and advise on maximising employment; key indicators for labour market developed; support provided to the development of a social protection policy to ensure a social protection floor for all;</p>

	<p>support provided for drafting a new labour code law in line with international standards and review of existing labour legislation; in view of ILS as well as participatory rights of labourers; Labour market and labour administration institutions supported in the establishment of LMIS, public employment offices, labour inspection and management of migration.</p> <p><i>Biennium 2014/15:</i></p> <p>ILO will continue to support the Libyan government in order to achieve a Post Conflict recovery that is job rich and inclusive with special focus on women, young men and women, persons with disabilities and the other vulnerable groups. The activities aim at supporting stabilization and peace-building efforts in Libya and firmly positioning the decent work agenda within Libya's reconstruction and recovery agenda. The immediate objectives remain the same as above.</p>
<p>LBY127: Un processus de réforme du système de protection sociale est initié avec les partenaires sociaux</p>	n/a
<p>LBY151: Les capacités des institutions (publiques et privées) sont renforcées pour la mise en oeuvre des politiques actives du marché du travail</p>	n/a
<p>LBY152: Les capacités du système de formation professionnelle sont renforcées pour dispenser des formations en adéquation avec les exigences de développement du secteur privé</p>	n/a
<p>LBY801: Strengthened institutional capacity of employers' organizations</p>	n/a

<p>LBY802: Strengthened institutional capacity of workers' organizations</p>	<p><i>Biennium 2012/13:</i> Outcome: Through the active support of the ILO, the new independent workers' organizations increase their independence and their capacities to organize workers and provide services to their members. This is done with a specific focus on promoting gender equality.</p>
<p>LBY803: Increased capacities of employers' and workers' organizations to participate effectively in the development of social and labour policy</p>	<p>n/a</p>
<p>LBY826: Strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations</p>	<p>n/a</p>

Annex V. Country Case Study: Morocco

I. Context

Background

Morocco⁹⁹ (officially the Kingdom of Morocco) is a medium-sized country situated in the extreme northwest corner of the African continent. Morocco is a densely populated country in comparison to its neighbours, with a population of 32,649,130 million (July 2013 est.) and a density of 71.59 people per sq. km. (2010).¹⁰⁰ Morocco's economy benefits from its proximity to Europe and relatively low labour costs. Production is diverse and the prevailing market-oriented economy supports. Strategic sectors of the economy are primarily agriculture, tourism, phosphate mining, textiles, apparel and subcomponents. The benefits and costs of Morocco's occupation of Western Sahara have no official figure; however, the issue remains the subject of debate within the review period.¹⁰¹

The real GDP growth of Morocco was a reasonable 3% in 2012 (est.). The GDP per capita is \$5,400 in 2012 (2012 est.), which figure is only relevant when disaggregated by population group. Officially, Morocco's absolute poverty hovers at 9% (2007). The average life expectancy of a Moroccan is 71 years. Its Human Development Index ranking was 123rd out of 177 countries in 2006, and 130 in 2012 and 2013.¹⁰²

The employment-to-population ratio (for both sexes) was 40.8% (2009). This means that, out of 100 people who can potentially work in Morocco, not even half do. At the start of this review period, the male labour-market participation rate is 74.7% and the female participation rate is 26% (2009–12).¹⁰³ The wide gap between male and female participation rates in Morocco highlights the decent work gender gap.

The adult literacy rate of 67.1% (est. 2011), although the total net enrolment in primary education for both sexes was 90.1% (2009).

Moroccan political system has been in transition from monarchy to a parliamentary system. Demands for reforms gain grounds, post Arab Spring. Thousands of civilians collectively protested in 2011 demanding more powers to the elected government and making the justice system more independent. In March 2011, the king promised comprehensive constitutional reforms although protests continued. A national referendum took place on July 1, 2011 leading to constitutional amendments. The reforms ensure that the prime minister is democratically elected rather than being appointed by the king and formally heads the

⁹⁹ Figures for this section come from: Index Mundi, at: UNdata, <https://www.cia.gov/library/publications/the-world-factbook/geos/mo.html>; <http://www.ilo.int/public/english/region/afpro/cairo/countries/morocco.htm>.

¹⁰⁰ World Bank estimate, at: <http://data.worldbank.org/indicator/EN.POP.DNST>.

¹⁰¹ Fouad Abdelmoumni, "Le coût de l'occupation marocaine du sahara occidental," *Forum Algerie*, at: http://es.wikipedia.org/wiki/Econom%C3%ADa_del_Sahara_Occidental

¹⁰² UNDP, "Morocco: HDI values and rank changes in the 2013 Human Development Report," (explanatory note on 2013 HDR composite indices).

¹⁰³ World Bank, "Labor force participation rate, female (% of female population ages 15+) (modeled ILO estimate)," at: <http://data.worldbank.org/indicator/SL.TLF.CACT.FE.ZS>.

government, a position held by the king so far. The prime minister also has the power of dissolving the government, a power so far held by the king.¹⁰⁴

The decent work priority areas in Morocco are forced labour and sex trafficking. Morocco is a source, destination and transit country for men, women and children subjected to forced labour and sex trafficking. Adults and children from Morocco are exploited for forced labour and forced prostitution in the Middle East and Europe. Also, some Moroccan girls recruited to work as maids become victims of forced labour, and discrimination in treatment and benefits to children subjects of *kafala* also contravene international norms.¹⁰⁵ Some Moroccan boys are forced to work as apprentices in the artisan and construction industries and in mechanic shops without contracts, fair pay, social protection and enjoyment of a bundle of human rights. Child Labour is also a major concern for Morocco, as child labour was estimated at around 500,000 (8%) in 2007.

Morocco's children generally have had a better lot over the past 15 years. Over 88% finish primary school, up from 62% at the end of King Hassan's reign in 1999. Children's rights organisations have proliferated, often with government support.

However, the Labour Law (2004) excludes domestic work, rendering inspectors powerless in that sphere, where child labour is common. The predicament of the "petites bonnes" has caught the attention of the media recently, and parliament is due to debate legislation in October 2014. Progress has been slow, but steady.¹⁰⁶

Many women and children migrants from sub-Saharan Africa and South Asia who voluntarily enter Morocco are subsequently coerced into prostitution or, less frequently, domestic service¹⁰⁷. Women and children from Cote d'Ivoire, the Democratic Republic of the Congo and Nigeria are particularly vulnerable to forced labour and, especially, sex trafficking inside Morocco. Morocco ranks as a Tier 2 Watch List country in this subject, meaning that it does not comply with the minimum standards (as defined by the Trafficking and Violence Protection Act, United States) for the elimination of trafficking but is making significant progress towards compliance. Morocco continues to lack a single comprehensive anti-trafficking law.

The Government of Morocco (GoM) has established three interdepartmental committees and two ad-hoc committees in the framework of the implementation of the new immigration policy during the period. The formulation and implementation of the policy involves coordination among the Ministries of Interior, Foreign Affairs and Cooperation, of Justice and Liberties and Employment and Vocational Training.

A process of upgrading the national legal and institutional framework on asylum and in order to provide the country with a management system that meets international standards and respect its commitments to the promotion and protection of human rights. Priority will be given to 850 immigrants considered as asylum seekers by UNHCR, which automatically enjoy the rights of legal residence. Six additional categories of foreign nationals will be

¹⁰⁴ <http://www.europeanforum.net/country/morocco>

¹⁰⁵ UN Committee on Economic, Social and Cultural Rights, "Concluding Observations: Morocco," 2000, at: .

¹⁰⁶ "Child Labour: A work in progress," *The Economist* (14 August 2014), at:

<http://www.economist.com/blogs/pomegranate/2014/08/child-labour-morocco>.

¹⁰⁷ Trafficking in Person report, 2013, available at <http://www.state.gov/documents/organization/210740.pdf>.

covered by this regularization that Morocco intends to launch 1 January to 31 December 2014.

Foreign spouses of Moroccan citizens who can prove residence time of at least two years with their partner, the foreign couples who can prove a life in Morocco for at least four years, and the children of these two categories may benefit from this measure.

Moreover, immigrants in possession of a valid work permit for at least two years, foreign nationals who can prove continuous residence in Morocco and other expatriates affected by a serious illness and living on Moroccan soil before 31 December 2013 will also enjoy the right to legal residence. An office will be established in each prefecture and every province in the country to receive and approve applications for regularization.¹⁰⁸

These new measures follow much international criticism for abuses, especially by Moroccan security personnel. Despite these new policy pronouncements, the abuses reportedly still continue and demonstrate the continuing need for implementing the applicable norms.¹⁰⁹

Table 1 : Key Indicators	
Population (m)	32,649,130 (July 2013 est.)
Real GDP growth	3% (2012 est.)
GDP per head (\$US at PPP)	\$5,400(2012 est.) note: data are in 2012 US dollars
Employment to Population Ratio (both sexes, percentage)	40.8 (2009)
Overall participation rate	
Male participation rate	74.7%(2011)*
Female participation rate	26.2%(2011) *
Population below absolute poverty	9% (2007)
Total net enrolment primary education (both sexes)	90.1%(2009)
Total adult literacy rate	67.1 % (2011est.)
<i>Sources:</i> *: UNdata, rest from IndexMundi.	

Morocco has a well-established presence of various UN agencies such as ILO, FAO, UNESCO, UNICEF, UNFPA and UNIDO that are some of the signatories to UNDAF 2007–2011 and 2012–2016.

¹⁰⁸ « Migration : Les Hautes Orientations royales constituent une vision nouvelle pour une politique migratoire nationale humaniste, responsable et pionnière au niveau régional (Communiqué) » *Agence Marocaine de Presse* (18 September 2013), at : <http://www.map.ma/fr/dossier/migration-les-hautes-orientations-royales-constituent-une-vision-nouvelle-pour-une-politique>; Siham Ali, « Le Maroc met en œuvre la réforme de l'immigration, » *Magharebia* (14 November 2013), at: <http://magharebia.com/fr/articles/awi/features/2013/11/14/feature-02>.

¹⁰⁹ Human Rights Watch, *Abused and Expelled: Ill-Treatment of Sub-Saharan African Migrants in Morocco* (New York: Human Rights Watch, 10 February 2014); at: <http://www.hrw.org/node/122535>; “Morocco's new migration policy masks continued abuses,” *IRIN* (18 February 2014), at: <http://www.irinnews.org/report/99668/morocco-s-new-migration-policy-masks-continued-abuses>.

Fundamental Conventions Ratified	Morocco
C029 - Forced Labour Convention, 1930 (No. 29)	(in force)
C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)	(in force)
C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)	(in force)
C100 - Equal Remuneration Convention, 1951 (No. 100)	(in force)
C105 - Abolition of Forced Labour Convention, 1957 (No. 105)	(in force)
C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111) .	(in force)
C138 - Minimum Age Convention, 1973 (No. 138)	(in force)
Convention 182 - The Convention on the Worst Forms of Child Labour, 1999 (No. 182)	(in force)
C081 - Labour Inspection Convention, 1947 (No. 81)	(in force)
C122 - Employment Policy Convention, 1964 (No. 122)	(in force)
C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)	(in force)
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	(in force)
	51
	out of 177

Social Protection

In Morocco, health coverage actually has expanded in the period 2010–13.¹¹⁰ However, other social protection mechanisms, in particular, subsidies, are subject to “fiscal consolidation,” while traditional subsidies outside of the social protection sphere (e.g., food staples) remain intact.¹¹¹

During the review period, the cash-strapped North African kingdom has been under pressure from the International Monetary Fund and the World Bank to cut spending and reform subsidies, taxation and its pension system. The demands are linked to a two-year, \$6.2 billion precautionary credit line agreed by the IMF in 2012 for Morocco.¹¹² However, the IMF has

¹¹⁰ Ortíz and Cummins, op. cit., pp. 141.

¹¹¹ Ahmed Ben Seddik, “*Mīzanīyyat al-Qasr Ista’atharat bi Nasīb 375 Alf Muwātin*” [The Palace’s Balance Sheet Accounts for 375 Thousand Citizens] Arabic, *Lakome* (19 June 2011), at: <http://www.lakome.com/2010--5773/اقتصاد-79-اخبار-اقتصاد.html>.

¹¹² “Morocco Taps \$6.2 Billion Precautionary Loan from IMF,” (interview with Morocco mission chief Dominique Guillaume) *IMF Survey Magazine* (3 August 2012), at: <https://www.imf.org/external/pubs/ft/survey/so/2012/car080312b.htm>.

made no similar recommendation for reducing state subsidies on food staples (milk products, oils and sugar).¹¹³

Meanwhile, the government spending destined for fuel subsidies has multiplied by more than 10 times in the past decade due to oil prices reaching record levels in the global markets, as compared to stagnant local prices. This cost the government budget around 6% of the GDP in 2013, despite the increase in oil prices by 15–20% during June. Consequently, the public financial deficit was exacerbated, and reached 7.6%, according to the Central Bank of Morocco. The cost of fuel subsidies exceeds the budget for government spending in the investment field and constitutes three times the budget set for the health sector.¹¹⁴

On 17 January 2014, Morocco announced the end to subsidies of gasoline and fuel oil and started to cut significantly diesel subsidies as part of its drive to repair public finances.¹¹⁵ However, keen to avoid the kind of social unrest—and to avoid reducing the state subventions to the king’s monopolies.

Freedom of Association

Morocco has a plurality of trade unions. These include the Democratic Confederation of Labour, Democratic Confederation of Labour (CDT), the General Union of Moroccan Workers (UGMT) and the National Labour Union of Morocco.

The Moroccan Workers' Union (UMT) is the oldest among them, formed in 1955. With a membership of 306,000, UMT represents workers in both the private and public sectors. The UGTM split from the UMT in March 1960; it currently has a membership of about 695,000. It UGTM has its roots in the agricultural workers movement, but also includes public and private sector workers as well.

The CDT is a national trade union centre in Morocco established in 1978. Traditionally, the CDT was allied with the Socialist Union of Popular Forces (USFP) political party. However, in 2002, the CDT broke with USFP and, in 2003, the Democratic Federation of Labour (FDT) was created as a breakaway union.

II. The ILO in Morocco

Morocco has been a member of the ILO since 1956. The ILO activities in Morocco are governed from the ILO/CO Algiers. However, it is supported by the Decent Work Team (DWT) based in the ILO DWT/CO – Cairo.

Some of the partners with which ILO has worked in Morocco on its projects are – Government of the Kingdom of Morocco, Ministry of Labour, Ministry of National Education, Ministry of Solidarity, Women, Family and Social Development. Project based

¹¹³ *Omnium Norde Afrique* (ONA) holdings include companies like Cosumar, which holds a monopoly on sugar, and the Central Dairy plant, with its monopoly on milk products, and Lesieur Cristal (oils and soaps).

¹¹⁴ Lahcen Ashy, “Moroccan Government Pays Rising Cost of Fuel Subsidies,” *AlMonitor* (1 October 2013), at: <http://www.al-monitor.com/pulse/business/2013/10/morocco-oil-subsidy-reform-temporary.html#ixzz2uFTf4aYx> and <http://www.al-monitor.com/pulse/business/2013/10/morocco-oil-subsidy-reform-temporary.html#ixzz2tnPbBjEE>.

¹¹⁵ Reuters, “Morocco ends gasoline, oil subsidies,” *Qatar Tribune* (19 January 2014), at: <http://www.qatar-tribune.com/viewnews.aspx?n=705F2E92-04BC-4B7D-815B-DCE5956FB9E8&d=20140119>.

collaboration with NGO, specifically in Child Labour related project were also noted, that have positively contributed to attainment of project results.¹¹⁶

Strategies and Priorities

The ILO activities in Morocco are guided by the priorities and gap areas identified by social partners. Although Morocco does not have a Decent Work Country Programme (DWCP), areas of constituents' common concern expressed need for ILO's technical assistance are reflected in the ILO's regional strategy for North Africa 2011–15 (refer Annex I for a snapshot of the regional strategy). As per the regional strategy document and the ILO website, the social partners in Morocco requested the ILO for provision of assistance in various fields, including international labour standards, employment, occupational safety and health (OSH) and social dialogue.

TA in North Africa regional strategy	Result areas ¹¹⁷
International Labour Standards Application of newly ratified Conventions. Combating child labour.	Labour standards • Improving implementation of ILO Conventions
Employment Various studies on employment issues Design, improvement, and implementation of labour market policies Evaluation of employment policies Development of a national employment policy Support of SMEs (creation as well as coaching) Support of in various field such as the work of public employment offices	Employment Promoting employment by supporting MSMEs Supporting the development of an apprenticeship and national vocational training system Strengthening the entrepreneurship culture, entrepreneurship and management skills Promoting youth employment and regional development through Local Economic Development (LED)
Occupational Safety and Health (OSH), especially in construction and public works.	Social protection Strengthening the capacity building of occupational physicians in OSH Awareness-raising on HIV/AIDS and the world of work, including initiating cooperation between the Ministry of Labour and the Ministry of Health Strengthening and extending the coverage of social security
Social dialogue Strengthening the structures of social dialogue, particularly in rural areas Strengthening existing collective bargaining structures.	Social dialogue Building the capacity of social partners Cross-cutting activities Developing a Global Compact programme to develop enterprise social responsibility Promoting decent work in key sectors: improving competitiveness in the textile and garment industry by upgrading human resources, working conditions and social dialogue

According to the North Africa Regional Strategy of ILO, specific areas where ILO could provide technical assistance in Morocco include:

- Support in the development of a national employment policy
- Support for the application and operationalization of conventions currently being ratified: C087, C144, C102, C187
- Support to strengthen the capacity of officials responsible for monitoring the application of conventions

¹¹⁶ Final Evaluation of ILO IPEC project, 2008

¹¹⁷ According to ILO Morocco website

- Support to strengthen the capacity of stakeholders with regard to monitoring and evaluating employment policies
- Strengthening of SME'S
- Integrating women in labour markets
- Improving working conditions
- Strengthening social dialogue and the capacity of worker's and employer's organisations
- Improving the labour market information and analysis system (LMIAS)
- Strengthening labour market institutions such as the public employment services

The ILO's *Strategy for North Africa* focuses on creating opportunities for young women and men and the most vulnerable, empowering social partners as well as extending and improving social protection. This is very much in line with what the social partners in Morocco have requested of the ILO. Their requests are in fields of employment and social dialogue among others, which fall under the objectives put forth in the sub regional strategy for North Africa.

According to the North Africa strategy paper, the possible areas of technical cooperation identified for the ILO are in areas of developing employment policy, entrepreneurship (promoting SMEs), strengthening social dialogue and the capacity of worker's and employer's organisations among others. These issues are very much in line with the overall objectives of ILO's sub-regional *Strategy for North Africa*.

To list some of the important activities carried out by the ILO office, according to the North Africa strategy paper, between 2010 and 2011:

- The support to the Ministry of Employment in pension reform. The ILO is: providing support for a review of the study on reform of the pensions sector in Morocco conducted by a Study Group mandated by the World Bank; strengthening the capacity of the Tripartite Technical Commission responsible for the reform of pensions through training activities.
- In 2011 finalization of a sectoral strategy for the textile sector.
- The ILO organized the national consultation on employment.
- Capacity building of workers and employers organizations.
- Capacity building in the area of Occupational Safety and Health.

ILO Projects in Morocco

ILO Projects in Morocco		
Title	Budget	Donor
Combating gender-based violence through the empowerment of women and girls in Morocco	US\$ 650,735	MDTF
Consolidating national progress in combating domestic work of young girls in Morocco	US\$ 684,404	RBSA
Freedom of association and collective bargaining in export processing zones and the agricultural sector	US\$ 1,700,000	Sweden
Promoting productive employment and decent work for young	US\$ 250,000 for year	Spain

people in Algeria, Mauritania, Morocco, and Tunisia (August 2011 – December 2014)(RAF/11/51/SPA)(CPO RAF 106)	one (overall budget foreseen 5,200,000 US\$)	
Youth at work, partnership for employment of young women and men in Morocco	US\$ 7,900,000	Canada
Promotion of fundamental principles and rights at work through social dialogue with a special focus on women	US\$ 289,000	Canada
Projet d'appui à la promotion de l'emploi et réduction de la pauvreté (APERP II) dans Pays d'Afrique francophone et pays de l'Union pour la Méditerranée	US\$ 4,500,000 for all countries	France
Promoting good Labour market governance and fundamental rights at work ¹¹⁸ (Sep2012–June 2014)(MOR/12/02/USA)(CPO MAR 826)		USA
Promotion of fundamental principles and rights at work through social dialogue and gender equality (March 2012–February 2014) (Canada Funded) (Proj Code MOR/11/03/CAN)(CPO Mar 151)		Canada

ILO Decent work agenda and UNDAF

The Decent Work priorities of Morocco that are reflected in UNDAF 2010 for the period 2012–2016 are as follows:

FPRW - Democratic governance sensitive to gender that will support particular objectives of the Government's Equality Agenda 2010–2015 and capacity building of civil society.
Employment - Wider access to quality social services and sustainable livelihoods for food security and economic well-being and social for all. Improving competitiveness and development of productive activities, essential to wealth creation and development of decent, sustainable and qualified work (skills development, modernization of enterprises, establishment of appropriate financing mechanisms for SMEs).
Social Protection - Food security appears on the diversification and modernization of small-scale agriculture. Social Protection: The vulnerability and inequality, including gender, are reduced through support for policies/strategies and programmes for economic and social development.
Social Dialogue - Capacity building of civil society organizations so that they are able to effectively play their role in mobilizing citizen participation.

Summary of Recent CEACR Observations and Comments

Forced Labour Conventions (C029 & C105)

In 2012, among other observations one notable observation by the CEACR was regarding requisitioning. The Committee urged the government in 2012 to take all necessary measures to ensure that the *dhāhir* (king's decree) of 1938 is repealed or amended so as to conform to the Convention and purpose to end forced labour.

¹¹⁸ Funded by US State Department DRL Programme.

In 2012, one notable observation concerned prison sentences involving the obligation to work as punishment for expressing political views. The Committee recognized the nexus between rights to decent work and other process rights, urging the government to take the necessary measures to abolish prison sentences for press-related offences. Also it requested the government to provide copies of court rulings under which defendants have been sentenced to prison for the various offences set out in the Press Code. No further updates were available on this request.

Child Labour Conventions (C138 & C182)

In 2011, among other observations one notable observation was regarding the scope of application and compulsory schooling. The Committee encouraged the government to continue its efforts to increase the school enrolment and completion rates and to reduce the rate of repeating school years and of school drop-outs, particularly for children under 15 years of age, with a view to preventing them from working on their own account and in the informal economy. On the issue of children in domestic work, the Committee observed that the government has been referring to the adoption of the bill on domestic work and the specific list of prohibited types of hazardous work in the domestic work sector for several years and urged it to take the necessary measures to ensure that the bill and the list are adopted on an urgent basis. The Committee also requested the Government to take the necessary measures to conclude the survey on the situation of young girls engaged in domestic work in Casablanca and to provide a copy of the findings to the Office with its next report (observation adopted in 2012).

In 2012, another notable observation among others was regarding child prostitution and sex tourism. The Committee urged the Government to take immediate and effective measures to ensure that the National Strategy to Prevent and Combat the Sexual Exploitation of Children will be implemented in the very near future and to provide information in its next report on the progress achieved in this respect.

Equality and Discrimination (C100 & C111)

In 2013, among other observations one notable observation was the committee's request to the Government to take specific steps, within the framework of gender mainstreaming or otherwise, with a view to eliminating wage discrimination between men and women in the private sector and ensuring compliance with the principle of equal remuneration for work of equal value.

In 2013, another observation among others is regarding equality of opportunity and treatment between men and women in employment. The Committee appreciated the Government's continuous efforts to make equality between men and women a central component of its policy and the progress achieved in this area, and requests the Government to provide information on the specific measures taken, in the context of the government plan "*Ikram*," to combat effectively discrimination against women and to promote equality between men and women in employment and occupation. The Committee welcomed the fact that article 19 of the Constitution of 1 July 2011 provides for the establishment of the Authority for Parity and the Fight against All Forms of Discrimination (APALD). The Committee expressed its

understanding that the Bill establishing APALD would soon be submitted to Parliament for adoption.

Right to Organise and Collective Bargaining Convention (C098)

In 2010, among other observations one notable observation was regarding representativeness required for engaging in negotiations. The Government was requested by the committee to supply information in its next report on all progress made in the adoption of the Bill relating to trade unions and if applicable to supply a copy of the text.

III. Key Findings on Evaluation Criteria

Relevance

The projects carried out solely in Morocco confirmed very well its socio economic issues like child labour, gender equality in the world of work including gender based violence that particularly require attention in the country. The issues of Child Labour and Gender based violence also confirmed to the development objectives of the Strategy for North Africa which is ‘contribution to social justice, socio economic development and stability in the reform process in North Africa’. The approach of the projects focused on results. Strategies deployed were useful and relevant to the outcomes that were expected to be achieved. Since the direction, decisions, actions and organizations involved in the programme were built around specific measurable objectives (i.e. outcomes and impacts), it meant an improved organizational structure and a reinforcement of the obligations to transparency and accountability. One important point to be made here is regarding the CEACR comments. The CEACR in 2012 encouraged the Government to continue its efforts to increase the school enrolment and completion rates and to reduce the rate of repeating school years and of school drop-outs, particularly for children under 15 years of age, with a view to preventing them from working on their own account and in the informal economy. Since this concern has come very recently in the CEACR comments, it can be inferred that there is scope for future ILO projects on child labour since the problem still requires continued attention.

The international project involving Morocco also proved to be relevant to the socio economic context of Morocco. It confirmed to the development objective of the strategy for North Africa as the issue of labour migration is important to be addressed in order to be able to achieve socio economic development and social justice.

Regional projects that were carried out in Africa where Morocco was one of the countries covered were also found to be relevant to the concerns that largely exist in Morocco. These projects have focussed on issues of child labour and labour administration and inspection both of which are relevant to the development objective of the strategy for North Africa as well.

Effectiveness

The projects implemented solely in Morocco were successful at capacity building and institutionalising policies and programs at the national level. The project titled Combating Child Labour in Morocco by creating an enabling national environment and developing direct action against the worst forms of child labour in rural areas was very much effective as IPEC’s training strengthened the capacities of the different national project partners

particularly the MOL, the MEN and the NSC. Since these partners have different expertise, the effectiveness and relevance of their training lies in their acquisition of skills which allows them to conduct their respective activities with the same format. As far as IP's are concerned their capacities have been significantly strengthened to oversee project activities which include community mobilization, monitoring, conducting baseline studies, problem analysis, report writing and record keeping of finances.

It was also seen in some cases that NGOs were at the operation at ground level indicating that the ILO activities directly benefit people on ground and that the ILO's collaborative base is not limited to national level social partners.

As far as the international project is concerned, it was noted that on account of the project there was an enhanced consciousness of the need to organize a national level institutional platform on labour migration and a better understanding of how this can be achieved. However, it was also noted that the quality and quantity of project achievements had fallen short of their expectations.

In the case of regional projects of Africa, the approach of the project was appreciated but there were also challenges like dearth of professional training structures (the project concerned child labour) that pointed toward scope for improvement.

Efficiency

The projects carried out in Morocco capitalised on existing partnerships between the MOL and national NGOs, in addition to new ones at the regional and community level such as CBOs, schools and parent associations. This led to the creation of a network of synergies in implementing project activities. Therefore, the strategies were very much efficient. However it was noted that the duration of projects needed to be longer on account of the time that is taken to setting up the project, identifying partners and building up capacities to begin project implementation. Also, it has been noted that the existence of coordination platforms, management tools, monitoring and evaluation has been successful at ensuring the efficiency of the programme.

As far as international project is concerned, efficiency on the use of financial resources is rather difficult to comment on. Evaluators of these programmes cited lack of access to all the relevant financial information to be able to carry out a proper analysis on the use of financial resources. This indicates that financial monitoring was either centralised or not maintained in a format that could help analysis, evaluation and learning.

In the case of regional projects in Africa activities have been carried out on a results based approach which is an efficient way. However, there have been some problems of delays in pilot projects, especially in terms of timely budget allocations. According to the mid-term internal evaluation of the project Modernization, strengthening and Revitalisation of Labour Inspection and Administration (Phase2), it has been observed that there were problems of communication and cooperation between the Government and International bodies.

Results

In the Implementation Report of 2008–09 results for Morocco reported were:

- Adoption of a new strategic plan for 2008–12 aimed at promoting rights of women, gender dimension and equal opportunity.

- Ministry of Labour integrated child labour guidelines and procedures into training programme for labour inspectors. Ministry of Education expanded to new regions the use of the IPEC methodology on early childhood education as means of preventing child labour
- Completion of rapid assessments of impact of crisis on employment and designed employment-focused programmes to mitigate it.
- Under youth entrepreneurship and advocacy, Organizations increased their capacity to adopt entrepreneurship and business creation as a business model.
- Ratification of Convention No. 154, Collective Bargaining Convention, 1981.
- Adoption of national tripartite plans of action to improve working conditions in fisheries.
- Adoption of tripartite protocol of agreement on Employment using global jobs pact as reference Framework.

These results confirm very well to the immediate objectives laid down in the sub regional strategy of ILO for North Africa that is “creating opportunities for young women and men and the most vulnerable, empowering social partners and other stakeholders through social dialogue, extending and improving social protection especially for the most vulnerable.” Employment focussed programs as well as organizations adoption of entrepreneurship and business creation as a business model fulfil the objective of creating opportunities for young women and men in the ILO’s sub regional strategy for North Africa. Adoption of national tripartite plans of action to improve working conditions in fisheries as well as a tripartite protocol of agreement on Employment using global jobs pact as reference framework are results that fulfil the objective of empowering social partners and other stakeholders through social dialogue.

Since 2010, ILO’s work has largely focussed on **Outcome 4** –More people have access to better-managed and more gender-equitable social security benefits; **Outcome 13** – A sector specific approach is applied; **Outcome 16** - Child labour is eliminated, with priority being given to the worst forms; and **Outcome 18**- International labour standards are ratified and applied.

Results in biennia 2010–11 and 2012–13 have largely been reported under these outcomes, a summary of which is provided below. Also the results reported in IRs for the last three biennia are provided in Annex II for reference.

In the Implementation Report 2010–11 results reported for Morocco were under global outcomes 13 and 16. Child Labour is a problem that largely concerns Morocco as child labour was estimated at around 500,000 in 2007 which is a very high number given that the population of Morocco is 32,649,130 million. Its removal is quintessential in achieving the development objective of social justice and socio economic development of ILO’s sub regional strategy for North Africa. Some important results reported for the 2010–11 biennium are:

- A road map (*Feuille du Route pour L'Emploi dans le Secteur du Textile Habillement Marocain*) was adopted by the tripartite National Steering Committee (NSC) to provide an agreed response to overcome the crisis by the Moroccan textile and garment sector. Road map to be implemented by national constituents.
- Increased capacity of sectoral social partners, through additional training provided for the Bipartite Clothing Committee, for improving competitiveness and decent work in the textile sector through social dialogue.

- Two bills (one on domestic work and the other one on traditional forms of work) forbidding the employment of children under age 15 and regulating child labour between 15 and 18 have been developed by the Ministry of Employment and Vocational Training (MEFP) and were deposited in the official circuit of approval. The bill on domestic work was adopted by Government in October, 2011. The List of Hazardous Work Prohibited for Children under 18 has been updated and published in the Official Bulletin. The Ministry of Employment and Vocational Training has introduced an annual budget line dedicated to the realization of projects against child labour.
- A tracer study analysing the changes in the lives of former project beneficiaries to determine the long-term effect of ILO child labour interventions was conducted in consultation with national authorities. Results were disseminated and the methodology was validated. Results were used to evaluate the effectiveness of approaches used and to guide future actions.

Cases of Interest reported from Morocco in biennia 2010–11 and 2012–13

Case of Interest: In the context of the implementation of the ILO project 11,714 children (6,244 boys and 5,470 girls) have been removed from child labour and 19,656 children (10,721 boys and 8,935 girls) have been prevented from becoming engaged in child labour since 2008.

Case of interest re: C182 (2011 Report): Relating to the imminent adoption of the decree applying the Labour Code, promulgated by the Royal Decree of 24 December 2004, determining the list of hazardous types of work prohibited for children under 18 years of age.

Case of interest re: C 138 (report 2012): The Government's indication that satisfactory results continue to be achieved: primary schooling is almost generalized, as the school enrolment rate recorded in 2011–12 is 97.9 per cent (97 per cent for girls); the rate of the repetition of classes in primary school fell between 2008–09 and 2011–12 from 16 to 8.2 per cent; and the drop-out rate in primary school was 3.2 percent in 2011–12.

Case of interest re: C. 100. Training sessions on fundamental rights, including equal remuneration, have been organized for labour inspectors, in collaboration with the ILO, in various municipalities across the country, in the framework of the SPA programme.

Case of interest re: C. 111: The Government adopted the Plan for Gender Equality "Ikram" (2012–2016) accompanied by a significant budget, which provides for 143 measures and sets 24 goals in eight areas.

Case of interest re: C. 122. Through the ILO technical assistance, the Ministry of Employment and Vocational training launched a process to devise the National Employment Strategy, to carry studies on the employment situations in Morocco.

As per the 2012–13 Implementation Report results reported for Morocco fall under Outcomes 4, 13, 16 and 18. The sub regional strategy of ILO for North Africa has, as one of its objectives, extending and improving social protection especially for the most vulnerable which has been met with some success through achievement of results under outcome 4. Continued from the previous biennium, the ILO in Morocco followed-up on legislative reforms pertaining child labour (Outcome 16) in this biennium too. Important in-roads were also made in the area of labour inspection and reporting on discrimination. Some important results noted for 2012–13 are the following:

- Social security statistics generated and publicly available. Information available on old-age, survivors, disability, maternity, employment, injury, family and social assistance.
- Morocco ratified Work in Fishing Convention, 2007 (N°188) on 16.05.2013.
- The revised bill on domestic workers was adopted by the Council of the Government in May 2013. The latest version of this law denies access to employment in domestic work for children less than 15 years and provides for the monitoring and protection of working children aged 15 to 18 years. This bill provides for severe penalties for offenders.
- Inspection report concerning C81 took place for the first time in 5 years.
- Inter-ministerial committee between ministry of Ministry of Employment and Ministry of Justice was formed and a ministerial document was created, giving inspectors directions for giving statistics on discrimination at work
- Ratifications of Conventions 131, 144, 163, 164, 166, 176, 188.

What can be seen from the results reported for Morocco in the Implementation Reports for 2008–09, 2010–11 and 2012–13 is that ILO’s efforts in Morocco have had certain significant positive results that fall in line with the objectives it set out to be achieved in the North Africa and resonate a conscious effort to address gaps identified through supervisory bodies.

Sustainability

The projects carried out in solely in Morocco have been successful at creating an enabling environment for carrying out projects in the future but the issue that majorly acts as a hindrance is lack of access to financial resources. The strong political will of the Government as well as a strong network of Moroccan NGOs is evidence of the sustainability of projects which has been noted from the project – Joint Multi-Sectoral Programme against Gender Based Violence through the empowerment of Women and Girls in Morocco – Tamkine.

In the case of the international project in Morocco the sustainability of projects is likely to be difficult. ILO’s support will very much be continued to be needed as the institutions need to get into the process of moving from an enhanced knowledge and know how base toward concrete action.

As far as regional Africa projects are concerned, it is noted that sustainability can be improved upon if there is a better synergy among the actors involved.

IV. Conclusions and Recommendations

Conclusions

The projects that were carried out only in Morocco have been appreciated for having useful strategies, measurable objectives, and an improved organizational structure as well as for having been successful at capacity building and institutionalising policies and programs at the national level. They have created an enabling environment for future projects but the major constraint that lies ahead of them is that of financial resources. Therefore it can be said that these projects have been doing well on most counts that are important. However, it has been noted that the project duration should be longer on account of the time taken to setting up the project, identifying partners etc. which is a point that needs to be considered.

Regional projects that cover other countries along with Morocco have been appreciated for their approach. However, it was noted that there were problems of delays in pilot projects for reasons of financial blockages. Also, as far as their sustainability is concerned, they can be sustainable provided there is a better synergy between the actors involved. Therefore, it can be reasonably inferred that regional projects, with some effort can be made to do well on all relevant counts.

Looking into the priorities expressed by constituents through the Regional Strategy and ILO works over the past five years, there appears to be a consistency in agenda and strategy indicating that the Office has been able to maintain focus and evolve its strategy over time. One important observation that needs to be made here is regarding sex trafficking. Despite being a major issue in Morocco it hasn't received sufficient attention in ILO's work there. Therefore, in future ILO projects may focus on issues of unsafe migration and trafficking for exploitative/forced labour. Further engagement will also be required to complement government's efforts toward eliminating gender discrimination in employment and wages.

All in all it can be said that ILO's projects in Morocco have done positively well on most counts though certain areas of improvement are there that need to be looked into. Since Morocco is a more or less politically stable country there has been no hindrance to ILO's work here and future projects can also be envisaged and planned for Morocco by the ILO with more ease compared to some other countries in North Africa. Also, while the NA regional strategy forms a consented reference for planning and reporting purposes, it may be worthwhile to develop a Decent Work Programme framework, specific to Morocco that could serve as the guiding document for planning, review and resource leveraging.

Recommendations:

1. Develop a national DW programme framework exclusively for Morocco in line with the priorities and commitments made in Regional Strategy for North Africa
2. Review the project implementation structures in case of global and regional projects for improved coordination and time efficiency at the country level.
3. Built upon the past results, specifically on issues of child labour, gender using the examples of bi-partite and tripartite mechanisms set up under sector-specific projects
4. Improve documentation and dissemination of results achieved by the ILO and constituents
5. Expand the work on trafficking and forced labour

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Combating Child Labour in Morocco by creating an enabling national environment and developing direct action against the worst forms of child labour in rural areas – Final Evaluation

Joint Multisectoral Programme Against Gender Based Violence through the empowerment of Women and Girls in Morocco - Tamkine

Improving institutional capacity for governing labour migration in Africa: Special focus on North and West Africa

Contribute to the abolition of child labour in Francophone

Modernization, strengthening and Revitalization of the administration and Labour Inspection (Phase2)

Annex I . The ILO'S Sub Regional Strategy for North Africa: Results Framework

<p>Development Objective: Contribute to social justice, socio economic development and stability in the reform process in North Africa.</p>
<p>Immediate Objectives</p>
<p>Immediate objective 1: Creating opportunities for young women and men and the most vulnerable</p>
<p>Outputs:</p> <p>Output 1.1 – Public works programmes and employment intensive investment with an emphasis on local economic development/recovery implemented</p> <p>Output 1.2 – MSMEs, social economy organisations (especially cooperatives and social enterprises) and income generating activities supported</p> <p>Output 1.3 – Employment services and job insertion schemes strengthened</p> <p>Output 1.4 – Employment policies at national and substate level developed and/or improved</p> <p>Output 1.5 – Labour governance and labour administration improved</p>
<p>Immediate objective 2: Empowering social partners and other stakeholders through social dialogue</p>
<p>Outputs:</p> <p>Output 2.1 – Social dialogue strengthened through the support of social dialogue institutions</p> <p>Output 2.2 – Capacity built of social partners at the national, sectoral and subnational level with a special focus on crisis response mechanisms, negotiation skills and International Labour Standards</p> <p>Output 2.3 – Organisation of other social stakeholders supported, such as informal sector workers, workers in rural areas and other vulnerable groups (especially amongst young people and women)</p> <p>Output 2.4 – Important role of social dialogue, freedom of association and participation of other stakeholders advocated through social dialogue platforms</p> <p>Output 2.5 – International Labour Standards used as promotion and implementation support tool to empower social partners and other stakeholders</p>
<p>Immediate objective 3: Extending and improving social protection (including social security and conditions of work) especially for the most vulnerable</p>
<p>Outputs:</p> <p>Output 3.1 – Improved migration policies and migration management capacities of Governments and other stakeholders involved in the migration process</p> <p>Output 3.2 – Fostered consensus on areas of improvement of existing social security systems</p> <p>Output 3.3 – Locally and nationally identified social protection components implemented</p> <p>Output 3.4 – Working conditions and conditions of employment improved</p>

Annex II. Results from Implementation Reports

CPO/title	P&B (Outcome Indicator)	Result Reported	ILO Contribution
Biennium 2008–09			
	Immediate Outcome 1a.1 ¹¹⁹ Indicator (iii) - Number of member States that apply ILO products, tools or guidelines to develop new, or modify existing, laws, policies, poverty reduction frameworks, national development frameworks, or practices focused on work-related discrimination, including gender discrimination	Adopted new strategic plan for 2008–12 aimed At promoting rights of women, gender dimension and Equal opportunity.	Funded enterprise-based pilot studies on equality in six Small and medium-sized enterprises (SMEs). Conducted awareness-raising programme for tripartite constituents, including good practices guide.
	Immediate Outcome 1b.1 ¹²⁰ Indicator (i): Number of cases in which constituents or development partners apply ILO products, toolkits, guidelines or methodologies to take measures that are included in the Global Monitoring Plan of the International Programme on the Elimination of Child Labour (IPEC)	Ministry of Labour integrated child labour guidelines and procedures into training programme for labour inspectors. Ministry of Education expanded to new regions the use of the IPEC methodology on early childhood education as means of preventing child labour.	Provided training of trainers for key government officials using IPEC manuals on how to include child labour issue in regular labour inspections. Provided training to teachers on early childhood education in rural settings to prevent child labour.
	Immediate Outcome 2a.1 ¹²¹ Indicator (i): Number of member States that apply Global Employment Agenda-related research, tools or guidelines in an	Completed rapid assessments of impact of crisis on employment and designed employment-focused programmes to mitigate it.	Provided methodological guidance, and financial and technical support. Facilitated tripartite consultations and review of findings, including

¹¹⁹ Increase member State capacity to develop policies or practices reflecting fundamental principles and rights at work

¹²⁰ Increase constituent and development partner capacity to develop or implement policies or measures focused on reducing child labour

¹²¹ Increase constituent capacity to develop policies and policy recommendations focused on job-rich growth, productive employment, and poverty reduction

	integrated way to develop employment and labour market policies		field testing of the ILO's country-level rapid employment impact assessment guide (Liberia and Uganda).
	Immediate Outcome 2c.2 ¹²² Indicator (i): Number of constituents and other organizations that apply ILO tools or methodologies to develop programmes focused on local economic development, value-chain upgrading or improving workplace practices	Youth entrepreneurship and advocacy: Organizations increased their capacity to adopt entrepreneurship and business creation as a business model.	Adapted KAB to local conditions and trained trainers. Provided technical assistance through policy and advisory services. Pilot tested and assessed programmes.
	Immediate Outcome 4c.1 ¹²³ Indicator (i): Number of member States that apply ILO technical assistance to ratify key ILO Conventions(No. 144, 150, 151 and 154) on tripartite consultation labour administration, and promotion of collective bargaining	Ratified Convention No. 154.	Conducted tripartite workshops on Convention and on collective bargaining principles and procedures.
	Immediate outcome 4d.2 ¹²⁴ Indicator (iii): Number of cases in which constituents apply ILO technical assistance, training or tools to develop national	Adopted national tripartite plans of action to improve working conditions in fisheries.	Held national and regional workshops.

¹²² Increase the capacity of constituents and other organizations to develop programmes for local economic development and upgrading value chains and enterprises that generate more and better jobs.

¹²³ Increase member state capacity to develop policies and labour legislation through more tripartite dialogue between constituents.

¹²⁴ Increase constituent capacity to develop policies or programmes focused on improving labour and social conditions in specific sectors.

	tripartite plans of action on sector-specific issues		
	Immediate outcome 4d.2 ¹²⁵ Indicator (iii): Number of cases in which constituents apply ILO technical assistance, training or tools to develop national tripartite plans of action on sector-specific issues	Adopted tripartite protocol of agreement on Employment using global jobs pact as reference Framework.	Provided coordination and backstopping for action programme on textiles and clothing.
Biennium 2010–11			
MAR 901: Un travail décent promu dans certains secteurs spécifiques (textile/pêche)	Outcome 13 ¹²⁶ Indicator 13.2: Number of member States in which constituents, with ILO support, take significant action for a specific sector to advance the Decent Work Agenda	1. A roadmap (<i>Feuille du Route pour L'Emploi dans le Secteur du Textile Habillement Marocain</i>) was adopted by the tripartite National Steering Committee (NSC) to provide an agreed response to overcome the crisis by the Moroccan textile and garment sector. Road map to be implemented by national constituents. 2. Increased capacity of sectoral social partners, through additional training provided for the Bipartite Clothing Committee, for improving competitiveness and decent work in the textile sector, through social dialogue.	Under the Action Programme on Improving competitiveness in the textile and clothing sectors through decent work: - Provided support for the elaboration and adoption of the roadmap (<i>Feuille du Route pour L'Emploi dans le Secteur du Textile Habillement Marocain</i>) by the NSC in June 2010. - Built the capacity of social partners and the efficiency of the Bipartite Textiles and Clothing Committee. - Held two sessions of the tripartite National Steering

¹²⁵ Increase constituent capacity to develop policies or programmes focused on improving labour and social conditions in specific sectors

¹²⁶ A sector specific approach is applied

			<p>Committee (<i>Comité du Pilotage</i>). The Committee decided transform itself into the National Follow-up Committee (<i>Comité du Suivi</i>) to monitor the implementation of the road map.</p> <p>- Assisted further consultations among government and social partners on the road map implementation.</p>
MAR 827	Under Outcome 16 ¹²⁷	<p>Two bills (one on domestic work and the other one on traditional forms of work) forbidding the employment of children under age 15 and regulating child labour between 15 and 18 have been developed by the Ministry of Employment and Vocational Training (MEFP) and were deposited in the official circuit of approval. The bill on domestic work was adopted by Government in October, 2011. The List of Hazardous Work Prohibited for Children under 18 has been updated and published in the Official Bulletin. The Ministry of Employment and Vocational Training has introduced an annual budget line dedicated to the realization of projects against child labour.</p>	<p>Provided technical assistance to the Ministry of Labour to organize two consultative meetings to finalize the draft laws, supported studies on traditional forms of work, and undertook ten training courses of constituents.</p>
MOR 827	Outcome 16	Case of Interest: In the context of the	Regarding cases of progress,

¹²⁷ Child labour is eliminated, with priority being given to the worst forms.

		<p>implementation of the ILO project 11,714 children (6,244 boys and 5,470 girls) have been removed from child labour and 19,656 children (10,721 boys and 8,935 girls) have been prevented from becoming engaged in child labour since 2008.</p> <p>Case of interest re: C182 (2011 Report): Relating to the imminent adoption of the decree applying the Labour Code, promulgated by the Royal Decree of 24 December 2004, determining the list of hazardous types of work prohibited for children under 18 years of age.</p> <p>A tracer study analysing the changes in the lives of former project beneficiaries to determine the long-term effect of ILO child labour interventions was conducted in consultation with national authorities. Results were disseminated and the methodology was validated. Results were used to evaluate the effectiveness of approaches used and to guide future actions.</p>	<p>which were noted with satisfaction or interest by the Committee of Experts on the Application of Conventions and Recommendations (CEACR), the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the Office. These comments were prepared with the assistance of the Office. The Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.</p> <p>Developed the methodology to be followed in collecting and analysing the information to determine its applicability to the results.</p>

Biennium 2012–13			
MAR127	Outcome 4 ¹²⁸	Generated social security statistics publicly available. Information available on old-age, survivors, disability, maternity, employment, injury, family and social assistance.	Collected social security data and made them internationally comparable. Data made available through the ILO's Social Security inquiry and for national policy formulation. Disseminated data through the ILO World Social Security Report.
	Outcome 13 ¹²⁹	Morocco ratified Work in Fishing Convention, 2007 (N°188) on 16.05.2013	The Office, with funds from Spain, provided training to tripartite actors on decent work and good labour practices in the fishing sector as well as organized tripartite workshops to discuss the main provisions of the Convention.
MAR827	Outcome 16 ¹³⁰	The revised bill on domestic workers was adopted by the Council of the Government in May 2013. The latest version of this law denies access to employment in domestic work for children less than 15 years and provides for the monitoring and protection of working children aged 15 to 18 years. This bill provides for severe penalties for	The ILO provided technical inputs during the consultation on the draft law on domestic workers. Regarding cases of progress, which were noted with

¹²⁸ More people have access to better-managed and more gender-equitable social security benefits

¹²⁹ A sector-specific approach to decent work is applied.

¹³⁰ Child labour is eliminated, with priority being given to the worst forms.

		<p>offenders.</p> <p>Case of Interest re: C 138 (Report 2012): The Government's indication that satisfactory results continue to be achieved: primary schooling is almost generalized, as the school enrolment rate recorded in 2011–12 is 97.9 per cent (97 per cent for girls); the rate of the repetition of classes in primary school fell between 2008–09 and 2011–12 from 16 to 8.2 per cent; and the drop-out rate in primary school was 3.2 percent in 2011–12.</p>	<p>satisfaction or interest by the Committee of Experts on the Application of C and Recommendations (CEACR), the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the Office. These comments were prepared with the assistance of the Office. The Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.</p>
MAR826	Outcome18 ¹³¹	<p>Inspection report concerning C81 first time in 5 years.</p> <p>Inter - ministerial committee between ministry of Ministry of Employment and Ministry of Justice</p> <p>Creation of ministerial document giving inspectors directions for giving statistics on discrimination at work.</p> <p>Ratifications of Conventions 131,144,163,164166, 176, 188</p>	<p>Training workshops on international labour norms throughout the entire country (20 in total).</p> <p>Inter – ministerial reunion was organized and promoted by ILO and technical assistance to a tripartite committee.</p> <p>Regarding cases of progress, which were noted with satisfaction or interest by</p>

¹³¹ International labour standards are ratified and applied.

		<p>(case of interest re : C. 100) Training sessions on fundamental rights, including equal remuneration, have been organized for labour inspectors, in collaboration with the ILO, in various municipalities across the country, in the framework of the SPA programme.</p> <p>(case of interest re: C. 111) The government adopted the Plan for Gender Equality “<i>Ikram</i>” (2012–2016) accompanied by a significant budget, which provides for 143 measures and sets 24 goals in eight areas.</p> <p>(case of interest re: C. 122) Thanks to the ILO technical assistance, the Ministry of Employment and Vocational training launched a process to devise the National Employment Strategy, to carry studies on the employment situations in Morocco.</p>	<p>CEACR, the changes in national law and /or practice followed one or more previous comments by the supervisory bodies and/or technical assistance provided by the Office. These comments were prepared with the assistance of the Office. The Office conducts an in-depth analysis of national law and practice for the CEACR and maintains a permanent dialogue with the constituents.</p>
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From 2008–09 IR it has been noted that Morocco was one of the 21 member states that demonstrated increased capacity to eliminate the worst forms of child labour through the integration of ILO–IPEC guidelines, toolkits and knowledge products into their programmes. In this report it has also been noted that Morocco was one of the 24 member states that formulated worst forms of child labour-specific policies and programmes that took into account the special situation of the girl child and set time-bound targets. From the same report it has been noted that Morocco was one of the Nineteen member States collected and analysed data on the child labour situation. Also it was noted from this report that Morocco was one of the countries to have strengthened the capacity of employers’ and workers’ organizations, labour attachés and staff of ministries on issues related to migrants’ rights and better governance of labour

migration with ILO assistance. In Morocco under Outcome 4¹³² under executive courses on social security and social protection to strengthen the tripartite governance of national security systems training and capacity building activities were delivered in 2011.

Annex III. List of Evaluations Reviewed

SN	Project Code	Name	Countries	Type of Evaluation	Evaluation MM/YY
1.	MOR/03/P50/USA	Combating Child Labour in Morocco by creating an enabling national environment and developing direct action against the worst forms of child labour in rural areas – Final Evaluation	Morocco-Gharb and Taroudant provinces	Final Evaluation	July 2008
2.	MOR/08/21	Joint Multisectoral Programme Against Gender Based Violence through the empowerment of Women and Girls in Morocco-Tamkine	Kingdom of Morocco	Final Independent Evaluation	July 2012
3	RBSA A.250.03.100.601	Improving institutional capacity for governing labour migration in Africa: Special focus on North and West Africa	Algeria, Mali, Mauritania, Morocco, Senegal and Tunisia	Internal	February 2011
4	RAF 04/07/FRA	Contribute to the abolition of child labour in Francophone Africa	Benin, Burkina Faso, Madagascar, Mali, Morocco,	Final Independent Evaluation	November 2008

¹³² More people have access to better-managed and more gender-equitable social security benefits.

			Niger, Senegal, Togo		
5	RAF/10/57/FRA	Modernization, strengthening and Revitalization of the administration and Labour Inspection(Phase2)	Burkina Faso, Senegal, Togo, Morocco, Tunisia	Midterm Internal Evaluation	May 2013

Annex VI. Country Case study: South Sudan

I. Context

Background

The Republic of South Sudan (RSS)¹³³ was established on 9 July 2011 and formally admitted into the United Nations General Assembly as the 193rd member state on 14 July and into the African Union (AU) as the 45th member state on 15 August 2011 after more than five decades of near continuous war, and following the six year interim period of the Comprehensive Peace Agreement (CPA). RSS joined the ILO on 29 April 2012 as the Organisation's 185th member state.

South Sudan is a land-locked country with a territory of 619,745 square kilometres, situated in East Central Africa with its bordering countries being Sudan, Central African Republic, Democratic Republic of the Congo, Uganda, Kenya, and Ethiopia. The population of South Sudan is around 11.1 million being a mix of about 200 ethnic groups. The majority of the population is distributed across rural areas in South Sudan, with only 18 per cent of the population residing in urban areas.

While agriculture has been the backbone of South Sudan's economy, the estimated value addition by agriculture, forestry and fisheries accounted for 36 per cent of non-oil GDP in 2010. This economic activity remains at the subsistence level due to several limiting factors:

1. The need for improved agricultural inputs and techniques such as seeds and fertilizers, storage facilities and advisory services, and irrigation development;
2. The difficulties for farmers in accessing markets due to the poor road network, lack of other transport modes and nuisance taxes and charges, including bribes;
3. The lack of a critical mass of farmer and rural producer associations as a means of entering the market place with the aim of minimizing the cost of inputs, accessing loan finance at affordable rates and influencing farm-gate prices; and
4. Uncertainties related to land tenure and property rights, and thus access to land.¹³⁴

¹³³ References for this section are :

<https://www.cia.gov/library/publications/the-world-factbook/geos/od.html>.

<http://www.oxfam.ca/sites/default/files/imce/country-profile-south-sudan.pdf>.

United Nations Development Assistance Framework for the Republic of South Sudan 2012–2013, January 2012

South Sudan Programme Framework (2012–2016), ILO

Index Mundi

UNdata

¹³⁴ African Development Bank, "Development of Agriculture in South Sudan," in *Infrastructure Action Plan: A Program for Sustained Strong Economic Growth* (Tunis: AfDB,), p. 121, at:

http://www.afdb.org/fileadmin/uploads/afdb/Documents/Generic-Documents/South_per_cent20Sudan_per_cent20Infrastructure_per_cent20Action_per_cent20Plan_per_cent20- per_cent20 per_cent20A_per_cent20Program_per_cent20for_per_cent20Sustained_per_cent20Strong_per_cent20Economic_per_cent20Growth_per_cent20- per_cent20Chapter_per_cent206_per_cent20- per_cent20Development_per_cent20of_per_cent20Agriculture_per_cent20in_per_cent20South_per_cent20Sudan.pdf

Infrastructure of the country is in an extremely poor condition, which forms a major disincentive to investment. For example, paved roads are estimated to total only 400 km in length for a country the size of France.¹³⁵

South Sudan exports timber to the international market. Some of the states with the best known teaks and natural trees for timber are Western Equatoria and Central Equatoria. In Central Equatoria, some teak plantations are at Kegulu; the other, oldest planted forest reserves are Kawale, Lijo, Loka West, and Nuni. Western Equatoria timber resources include mvuba trees at Zamoi.

Meanwhile the vast majority of the population depends on the country's natural resources for their economic activity, engaging in agriculture, livestock, or forestry for their daily livelihoods. However, the sector provides less than 30 percent of gross domestic product. While part of greater Sudan, South Sudan began exporting oil in the late 1990s. However, for half the population, firewood and grass are the primary source of lighting. Over a quarter of South Sudanese (27 per cent) have no lighting source at all, and over 96 per cent depend on firewood or charcoal as their primary fuel for cooking.

South Sudan is the most oil-dependent country in the world, with oil exports directly and indirectly accounting for almost the totality of exports, and for around 80 per cent of gross domestic product (GDP). In 2010, the GDP per capita of South Sudan was equivalent to US\$1,505, while the preliminary estimates for 2011 indicate a GDP per capita of US\$1,858, which is much higher than its East African neighbours, mainly due to oil production. However, the sudden suspension of oil production in January 2012 reduced GDP per capita to about US\$785.¹³⁶

On current reserve estimates, oil production is expected to reduce steadily in future years and become negligible by 2035. Thus, the diversification of the economy and the sources of livelihoods is a matter of development urgency.

Outside the oil sector, livelihoods are concentrated in low-productivity, unpaid agriculture and pastoralists work, which accounts for around 15 per cent of GDP. Eighty-five percent of the working population is engaged in nonwage work, chiefly in agriculture (78 per cent).

In 2010, gross national income (GNI) per capita was US\$984, much lower than per capita GDP, reflecting the large income outflows to oil companies. Prior to the oil shutdown in January, 98 per cent of fiscal revenue came from oil. The budget for 2012–2013 was 9 billion South Sudanese pounds (around \$3bn), supplemented by \$1bn of development assistance, and another US\$ 300 million of humanitarian assistance.

South Sudan's economic outlook showed improvement in 2013. Oil revenues increased, albeit below projections, and would enable the government to reduce and repay domestic and foreign loans of SSP 4.8 billion accumulated during the oil shutdown in 2012 as part of its dispute with Sudan over a range of post-secession issues.

¹³⁵ <http://www.globalsecurity.org/military/world/war/south-sudan-economy.htm>.

¹³⁶ World Bank, "South Sudan Overview," at: <http://www.worldbank.org/en/country/southsudan/overview>.

The South Sudanese economy had been plagued with high inflation in the first 12 months following independence, reaching 80 per cent during the year, but price increases were expected to moderate toward the end of 2012 at 17 per cent. Limited local food production and a high reliance on imported foods, in combination with depreciation of the South Sudanese Pound (SSP) and closure of the northern border with Sudan, have driven the price increases. The Government of South Sudan (GoSS) has adopted “austerity measures” in response, involving a cut of around 30 per cent in public spending , mainly by reducing government consumption, funds transfers to the states, development budgets and a 50 per cent reduction in housing allowance, but without touching the wages and salaries. In September 2012, an agreement between Juba and Khartoum on the mechanism to market oil raised the hope that the oil production may resume early 2013. However, a disagreement on the manner of implementation of the agreement stalled the agreement until mid-March 2013, when the two countries agreed on the implementation details.

Austerity cuts reduced net salaries of many public-sector workers and employees. The labour action succeeded in reinstating at least some of their allowances sought in the strike. In October 2013, workers from University of Juba organised strike against reduction in allowances. Soon after, in November 2013 workers from Vivacell (the main mobile company in South Sudan) also organised strikes demanding increase in allowances to make it at par with employees from East African countries. The strike was supported by the South Sudan Workers Trade Union Federation (SSWTUF). In October 2013, the Ministry of Labor announced that some allowances would be reinstated for lower-grade civil servants, the army, organized forces and public universities, among others. In December 2013, Mr Nyuon Janguan, General Secretary of SSWTUF was appointed as member of national assembly, which increases the likelihood of better representation of workers voice. During the same time, Workers Trade Union Act was passed in the country and it is hoped that this legislation will help registration of trade unions in South Sudan.¹³⁷

Sudan’s population is young, with an estimated 40% being under the age of 15 years¹³⁸ and natural population growth is high, with 62.2% of the population under 25 years old.¹³⁹ The population has doubled in less than two decades, from about 5 million in 1995 to over 11.5 million in 2014. The average household size is 8 persons (7.5 in 2008), ranging from 6 in the hills zone to 11.5 in the Eastern Flood Plains zone.¹⁴⁰ On average, one out of every three households has a chronically ill family member who could not work more than 3 of the last previous 12 months.¹⁴¹

Preliminary data indicate that approximately 3 per cent of South Sudan’s population is HIV-positive. With internal and cross-border trade, all the risk factors for an increase in HIV infections are present, with sex workers, truck drivers, motorcycle riders and soldiers among the

¹³⁷ The Working Class of South Sudan Indicate Another World is possible, *Socialist Workers Bulletin* (2 January 2014), at: <http://socialistbulletin.wordpress.com/2014/01/>.

¹³⁸ EU Commission 2011

¹³⁹ IOM 2011

¹⁴⁰ WFP 2010

¹⁴¹ WFP 2010

groups considered to be most at risk of HIV infection.¹⁴² Tuberculosis (TB) is a major cause of morbidity and mortality in South Sudan, with the total number of TB patients estimated at 5,688 per 100,000, and mortality reported to be 1,652 per 100,000.¹⁴³

According to the 2008 census, 94 per cent of young persons enter the labour market with no qualifications. The overall literacy rates in South Sudan are quite low, with literacy of males being 40 per cent and that for females being 16 per cent. The majority of South Sudanese work in nonwage jobs, often in the agricultural sector.¹⁴⁴

Only 12 per cent of women and 11 per cent of men within the active population were formally employed in 2013. Wages for women are lower than that for men irrespective of income levels. The share in labour force of the agricultural sector is extremely high at around 76 per cent. Child labour is prevalent in the country: 46 per cent of children aged 10–14 are participants in the economic activity of the country, out of which 60 per cent work in the agricultural sector.

South Sudan has a large displaced population as a result of the forty years of the Sudan civil war. Upon independence, an estimated two million South Sudanese returned from Sudan, many coming to uncertain livelihood prospects.¹⁴⁵ Internal conflict within the new country has spawned a new generation of South Sudanese internally displaced persons (IDPs) and cross-border refugees. In Jonglei State, more than 132,000 were displaced by August 2013.¹⁴⁶ Since the December 2013 conflict, 1,034,300 South Sudanese have become displaced¹⁴⁷ and, as of May 2014, four million people are in need of humanitarian relief.¹⁴⁸

The region has undergone decades of armed conflict, particularly in the course of the Sudan civil war and conflicts in neighbouring countries. Consequently, South Sudan is home to a fairly large number of refugees - 200,000 from Sudan, 13,600 from Democratic Republic of the Congo, 6,000 from Ethiopia and 1,600 from Central African Republic.¹⁴⁹

The year 2012 saw the arrival of refugees fleeing to South Sudan as a result of ongoing violence in Blue Nile and South Kordofan states in Sudan. While at the beginning of 2012, humanitarian partners had planned for 80,000 new arrivals, this number had to be revised upwards when more than 112,000 people crossed the border to seek refuge between April and July alone. As of this writing, the number of registered Sudanese refugees in South Sudan is some 210,000.¹⁵⁰

¹⁴² GlobalSecurity.org, “South Sudan: People,” at: <http://www.globalsecurity.org/military/world/war/south-sudan-people.htm>

¹⁴³ Ibid.

¹⁴⁴ Ibid.

¹⁴⁵ Andrew Green, “South Sudan: ‘independence is not as beautiful as we thought,’” *The Guardian* (9 July 2013), at: <http://www.theguardian.com/global-development/2013/jul/09/south-sudan-independence>; Consolidated Appeal for South Sudan 2014–2016, at: <http://www.southsudancap.info/>.

¹⁴⁶ UNHCR, “Global Appeal 2014–2015,” at: <http://www.unhcr.org/ga14/index.xml>; and UNHCR, “2014 UNHCR country operations profile - South Sudan,” updated as of April 2013, at: <http://www.unhcr.org/pages/4e43cb466.html>.

¹⁴⁷ As of May 2014. Internal Displacement Monitoring Center, “South Sudan,” at: <http://www.internal-displacement.org/sub-saharan-africa/south-sudan/>.

¹⁴⁸ OCHA, “South Sudan,” at: <http://www.unocha.org/south-sudan>.

¹⁴⁹ UNHCR, “Global Appeal 2014–2015,” at: <http://www.unhcr.org/ga14/index.xml>; and UNHCR, “2014 UNHCR country operations profile - South Sudan,” updated as of April 2013, at: <http://www.unhcr.org/pages/4e43cb466.html>.

¹⁵⁰ UNHCR, “Global Appeal 2014–2015,” at: <http://www.unhcr.org/ga14/index.xml>; and UNHCR, “2014 UNHCR country operations profile - South Sudan,” updated as of April 2013, at: <http://www.unhcr.org/pages/4e43cb466.html>.

South Sudan is a source and destination country for men, women and children subjected to forced labour and sex trafficking. Women and girls of South Sudan, in particular those who are internally displaced or from rural areas, are vulnerable to forced labour and sexual exploitation in urban centres. The increasing number of street children and child labourers are also subjected to forced labour and prostitution. On promises of legitimate jobs, women and girls from Uganda, Kenya, Ethiopia and Democratic Republic of the Congo are trafficked to South Sudan and forced into the sex trade.

South Sudan is ranked as a “Tier 2” country, which implies that it does not fully comply with the minimum standards for the elimination of trafficking, but is making significant efforts to bring themselves into compliance with those standards. The government’s progress in implementing its UN-backed Action Plan to Eliminate Recruitment and Use of Child Soldiers in the Armed Forces (2012) and finalising the Interministerial Appraisal Committee (IMAC) approval has enabled the joint project Creating Opportunities for Youth Employment in South Sudan (formerly part of the YEM Sudan project) during this evaluation period.¹⁵¹

Amid all the country’s challenges, South Sudan is very well endowed in natural resources. In addition to its large oil fields, the country is also rich in water resources, and livestock (it is the 6th largest cattle economy in Africa). With 11 million cows and 19 million goats and sheep, South Sudan has the fourth-largest herd of livestock in Africa.¹⁵² The livelihoods of more than 80 per cent of the population are based on livestock. However, disease and displacement can be major factors affecting livelihoods from animal husbandry. Most recently, the east coast fever in eastern Equatoria state has led to mortality of 10–15 per cent of mature herds in many areas. In some regions of South Sudan, calf mortality is as high as 40–50 per cent.¹⁵³

One of the major natural features of South Sudan is the White Nile River whose many tributaries have sources in the country. The region also contains iron ore, copper, chromium ore, zinc, tungsten, mica, silver, gold, and hydropower.¹⁵⁴ Some of the agricultural produce include cotton, groundnuts (peanuts), sorghum, millet, wheat, gum arabic, sugarcane, cassava (tapioca), mangos, papaya, bananas, sweet potatoes, and sesame.¹⁵⁵

All in all it can be said that South Sudan fares poorly on most indicators of economic growth, wealth distribution and development. However, it is also a country rich in natural and human resources.

¹⁵¹ Signed by Sudan People’s Liberation Army (SPLA) (as ANSA), November 2009, revised and signed by Sudan People’s Liberation Army (SPLA) (as state actors), 12 March 2012. Watch List on Children in Armed Conflict, “action plans to prevent and end violations against children” April 2013, at: <http://watchlist.org/wordpress/wp-content/uploads/FINAL-Discussion-Paper-Action-Plans.pdf>.

¹⁵² UN Food and Agricultural Organization (FAO)

¹⁵³ Netherlands Development Organisation, “The Livestock Sector in Southern Sudan,” *Value Chain Analysis of Southern Sudan* (2010), at: <https://www.scribd.com/doc/90549063/Livestock-Value-Chain-Analysis-of-Southern-Sudan-Final-Report-2010>.

¹⁵⁴ CIA, “Natural resources” *World Fact Book*, at: <https://www.cia.gov/library/publications/the-world-factbook/fields/2111.html>.

¹⁵⁵ “Economy of South Sudan,” at: http://en.wikipedia.org/wiki/Economy_of_South_Sudan.

Key Indicators	
Population (m)	11,090,104 (July 2013 est.)
Real GDP growth	5.3 per cent (2012 est.)
GDP per capita (\$US at PPP)	\$1,000 (2012 est.)
Employment to population ratio (both sexes, percentage)	N/A
Overall participation rate	N/A
Male participation rate	N/A
Female participation rate	N/A
Population below absolute poverty	50.6 per cent (2009)
Total net enrolment primary education (both sexes)	232,180 (2011)*
Total adult literacy rate	27 per cent
GINI coefficient	45.53 (global rank: 39)**
<i>Sources: For * UN Data, for ** World Bank, Quandl and MacroEconomicMeter, rest from IndexMundi.</i>	

National priorities of GoSS

Following its status as an independent nation in 2011, the Government of South Sudan developed a comprehensive development plan (South Sudan Development Plan 2011–13) with the overall objective of ensuring that South Sudan becomes a united and peaceful new nation; building strong foundations for good governance, economic prosperity and enhanced quality of life for all by 2014.

Efforts to achieve this are broken into four core building blocks for the South Sudan Development Plan (SSDP) in this period:

- Improving governance;
- Achieving rapid rural transformation to improve livelihoods and expand employment opportunities;
- Improving and expanding education and health services; and
- Deepening peace building and improving security.

In implementation of SSDP top priority will be given to: (a) peace building and actions that enhance security, (b) improving and expanding social services, and (c) rural development built on infrastructure expansion. The outcome objectives under these national priorities of the government is summarised below while a summary framework outlining the indicators and targets is available as Annex I.

Table 4. South Sudan Development Plan 2011–2013: Snapshot
Priority: Peace building and security promotion
Outcome objectives:

Establishment of effective and affordable Disarmament, Demobilisation and Reintegration (DDR) programme to support transformation strategies for all organised forces (Sudan People's Liberation Army (SPLA), South Sudan Police Service (SSPS), prisons, fire brigade and wildlife forces) and to provide ex-combatants and host communities with a sustainable future, including the reintegration of women and children.

South Sudan has essential legal framework befitting an independent country.

Access to justice and respect for human rights across South Sudan enhanced.

Communities secure and threat posed by small arms reduced.

Increase the capacity of South Sudan Legislative Assembly (SSLA) to effectively and efficiently carry out its oversight function through review of the laws passed and increase the numbers of laws passed annually.

Priority: Rural development

Outcome objectives:

To increase crop production and land/vegetation cover.

Improved interstate, trunk and feeder roads routinely maintained on sustainable basis and roads safety to enhance economic growth.

Priority: Improved and expanded social services

Outcome objectives:

Reduce maternal, infant and child mortality.

Provide qualified teachers, academic staff and a relevant curriculum for general education.

By 2013 South Sudan is on track to achieve universal access and completion of free primary education and has expanded equitable access to post-primary education.

The national plan framework gives utmost priority to disarmament and reintegration of ex-combatants and to strengthening justice-delivery system. A number of bills are being drafted and the government commits to establish legal affairs office across the country for enhanced access to justice. Capacity building of the legislative assembly for review of laws and carrying other oversight functions is also identified as a focus area. Expanding social services, especially in the line of MDGs and building infrastructure, especially road connectivity and enhancing productivity in agriculture and related areas are also among the top GoSS priorities.

SSWTUF

The South Sudan Workers Trade Union Federation (SSWUTF) has existed in southern Sudan since the 1970s. Then its predecessor operated as a state union under the Sudan federation (SWTUF) and was based and in the three greater regions of Equatoria, Upper Nile and Bahr El-Ghazal. By the time of the creation of the ten states of South Sudan, the Union was also working within the ten States under its current name.

SSWTUF was formed after an election on 10 August 2010 at a conference attended by large numbers of the central committee and representing various states. They came from all levels, from grass root level, to county, state and national level, to form the council of the board of, which is today, the legitimate body of SSWTUF.

The SSWTUF structure is comprised of:

1. President
2. Secretary general
3. Finance secretary
4. 1st deputy president
5. 2nd deputy president
6. Deputy general secretary
7. Deputy finance secretary¹⁵⁶

The board includes ten secretariats with their respective functions, and the total executive body consists of 27 affiliated member unions.¹⁵⁷ In December 2013, General Secretary of SSWTUF Nyuon Janguan was appointed as member of the National Assembly, which increases the likelihood of better representation of workers voice. During the same time, Workers Trade Union Act was passed in the country and it is hoped that this legislation will help registration of trade unions in South Sudan.¹⁵⁸

Employers Association of South Sudan (EASS) is not a listed member of the International organisation of Employers (IOE). Details of its membership base are not available.

B. Status of ratification of ILO convention, with special reference to the core conventions, as well as reporting status

Fundamental Conventions Ratified	South Sudan
<u>C029 - Forced Labour Convention, 1930 (No. 29)</u>	(in force)
<u>C087 - Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)</u>	X
<u>C098 - Right to Organise and Collective Bargaining Convention, 1949 (No. 98)</u>	(in force)
<u>C100 - Equal Remuneration Convention, 1951 (No. 100)</u>	(in force)
<u>C105 - Abolition of Forced Labour Convention, 1957 (No. 105)</u>	(in force)
<u>C111 - Discrimination (Employment and Occupation) Convention, 1958 (No. 111)</u> .	(in force)
<u>C138 - Minimum Age Convention, 1973 (No. 138)</u>	(in force)
<u>Convention 182 - The Convention on the Worst Forms of Child Labour, 1999 (No. 182)</u>	(in force)

¹⁵⁶ <http://www.mywage.org/southsudan/home/labor-law/legal-advice/sswtuf>.

¹⁵⁷ ILO, “Review of annual reports under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work,” GB.320/INS/4, 7 February 2014, p. 6.

¹⁵⁸ The Working Class of South Sudan Indicate Another World is possible, Socialist Workers Bulletin, Jan 2, 2014, available at <http://socialistbulletin.wordpress.com/2014/01/02/the-working-class-of-south-sudan-indicate-another-world-is-possible/>

C081 - Labour Inspection Convention, 1947 (No. 81)	X
C122 - Employment Policy Convention, 1964 (No. 122)	X
C129 - Labour Inspection (Agriculture) Convention, 1969 (No. 129)	X
C144 - Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)	X
	0 out of 177

In 2012, the new member state, South Sudan, ratified seven out of the eight ILO core Conventions under the principle of state succession. It was reported that C087 subsequently would be ratified through normal procedures. The government and the social partners have confirmed that ratification of the instrument was initiated in 2013.¹⁵⁹ However, they noted also that, among the challenges and obstacles they face in the ratification processes and in realizing the principle and right included the lack of public awareness and/or support and a lack of understanding of the Convention's content and implications.¹⁶⁰ Workers in South Sudan indicated that the social partners' lack of capacity seriously restricts the realization of the principle of, and right to decent work.¹⁶¹

In 2013, the CEACR noted that the reports due on the application of ratified Conventions have not been received. Thus, seven first reports are due on the application of fundamental C029, C098, C100, C105, C111, C138 and C182. The Committee reminded the GoSS that it may seek technical assistance from the Office, which it did in 2013.

Presence of UN

South Sudan has a strong presence of UN agencies that work closely with the national government through United Nations Country Team (UNCT). Apart from working on their core areas of assistance, the UN agencies in South Sudan have mounted several joint programmes as well. The United Nations Development Assistance Framework (UNDAF) 2012–13 for South Sudan was prepared by GoSS and the UNCT in alignment with the South Sudan Development Plan (SSDP) for 2011–13 and the MDGs. The outcomes of UNDAF have been designed to define the UNCT's contribution to the achievement of the government's SSDP pillar objectives.

Table 3: UNDAF Outcomes for South Sudan: 2012–13

UNDAF Outcome 1: Core governance and civil service functions are established and operational. This outcome will directly contribute to the main objective of the governance pillar. At the request of the RSS, the UNCT will focus on capacity development and core governance functions

¹⁵⁹ ILO, "Review of annual reports under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work," GB.320/INS/4, 7 February 2014, p. 3. In 2013, South Sudan was among 23 governments that either reiterated their intention to seek ratification of Convention No. 87 (and/or No. 98) or stated that they are considering their ratification.

¹⁶⁰ ILO, "Review of annual reports under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work," GB.320/INS/4, 7 February 2014, p. 8.

¹⁶¹ ILO, "Review of annual reports under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work," GB.320/INS/4, 7 February 2014, p. 10.

UNDAF Outcome 2: Chronic food insecurity is reduced and household incomes increase. This outcome will directly contribute to the main objective of the Economic Development pillar. At the request of the RSS, the UNCT will focus on fostering inclusive and pro-poor growth and reducing food insecurity.

UNDAF Outcome 3: Key service delivery systems are in place, laying the groundwork for increased demand. This outcome will directly contribute to the main objective of the Social and Human Development pillar. At the request of the RSS, the UNCT will focus on building delivery systems to expedite the transition from externally provided services and establishing social safeguards for the poorest and most vulnerable.

UNDAF Outcome 4: Violence is reduced and community security improves. This outcome will directly contribute to the main objective of the Conflict Prevention and Security pillar. At the request of the RSS, the UNCT will focus on accelerating DDR and reducing community violence.

UNDAF Outcome 5: Access to justice and the rule of law improves. This outcome will directly contribute to the priorities identified in the rule of law component of the Conflict Prevention and Security pillar. At the request of the RSS, the UNCT will focus on improving access to justice and strengthening the administration of criminal justice.

South Sudan has received more than \$4 billion in foreign aid since 2005, largely from the UK, US, Norway, and The Netherlands. The country remains the recipient of large-scale international assistance. The Consolidated Appeal for 2013 is the second largest in the world after Somalia, seeking \$1.16 billion. The post-independence period has seen international partners reverting to predominantly humanitarian modes of operation in South Sudan. Owing to the long history of humanitarian-oriented responses, NGO implementing partners generally continued to operate with a “relief mentality.” This short-term-intervention mode persists also among beneficiaries accustomed to many years of humanitarian aid, and an expectation among communities and government authorities of relief and hand-outs, rather than development cooperation.¹⁶² In this transitional context, ILO finds its comparative advantage, with its longer-vision development interventions and normative framework that are so much needed in post-conflict situations. However, the Organisation also faces limitations in the shortage of capacity to operate and deliver its comparative advantage in crisis situations.

Presence of the ILO

South Sudan joined the ILO and became its 184th constituent on 29 April 2012. The DWT/CO – Cairo is the country office for South Sudan. Some of the national implementing partners with which ILO has worked on its projects are:

- Ministry of Culture, Youth and Sports (MCYS)
- Ministry of Labour, Public Service and Human Resource Development (MLPSHRD)
- Ministry of Rural Development and Cooperatives (MRDC)
- Ministry of Commerce and Industry (MCI)
- Ministry of Education (MoE)
- Ministry of Agriculture and Forestry (MAF)
- Ministry of Animal Resources and Fisheries (MARF)
- Ministry of Gender, Social Welfare and Religious Affairs (MGSWRA)
- Ministry of Health (MoHe)

¹⁶² GlobalSecurity.org, op. cit.

- Bank of South Sudan Microfinance Unit (BSSMU)
- South Sudan AIDS Commission (SSAC)
- South Sudan Disarmament, Demobilisation and Reintegration Commission (SSDDRC)

II. ILO Activities in South Sudan

Decent Work: Strategies, Priorities and Outcomes

Prior to 2011, the ILO activities in South Sudan were part of activities carried out in Sudan. Upon formation of the new nation, the projects catering to southern region were continued with slight changes in implementation mechanism. Main programme at the time of formation of South Sudan was promoting youth employment (YEP). Soon after the formation of South Sudan, the ILO participated in joint UN programme “Stabilisation and Early Reintegration Support for Returnees in South Sudan.” Following the SSDP, the ILO started formulating the South Sudan Programme Framework (2012–16), which draft document cited above.

ILO Decent Work outcomes and outputs for South Sudan, 2012–2016 ¹⁶³	
Outcomes, outputs and indicators	
Outcome 1. Stabilizing incomes and employment for conflict-affected social groups and their communities of reintegration	
1.1.	<i>Ex-combatants and other groups associated with the armed forces reintegrated into sustainable employment within SSDDRC strategy and programme.</i> Key Indicators for this output include providing career guidance to demobilized in transition centre in Pariak, and other centres; reintegrating demobilised ex-combatant into decent employment in construction and urban jobs created through Community labour based public works, Cooperative and MSEs development; vocational training and informal apprenticeships (as per the opportunity mapping identified by SSDDRC). Apart from this the ILO also intends to reintegrate children involved in armed forces and persons with disabilities into decent employment.
1.2.	<i>Returnees from Sudan and IDPs reintegrated into sustainable employment.</i> Key indicators include providing entrepreneurial training in northwestern states and assisting key stakeholders in reintegrating returnees into decent employment
Outcome 2. Promoting local economic recovery in most marginalized, conflict-prone areas.	
2.1	<i>Pastoralist and subsistence farming communities have access to more decent and sustainable livelihoods and employment.</i> Key indicators are-develop value chains with high potential for employment creation developed, within local economic recovery plans: alternative education and livelihood training, youth in cattle camps access mobile skills. These are to be done through promoting economic associations of young herders, providing entrepreneurial and cooperative training, LED involving local stakeholders and addressing prevention and elimination of child labour.
2.2	<i>The cooperative and self-help sector is recognized as a policy priority and starts to grow.</i> Key indicators are: A cooperative policy is adopted by MoACRD and regulations are in place; contribute to cooperative organization in value chains in rural areas in partnership with FAO; a resource centre and ToTs for coop extension is established, links between cooperatives and vocational training centres for skills upgrading are strengthened; and a wide scale awareness on cooperative laws and opportunities.
2.3	<i>Labour based approaches to public works are increasingly being used for the delivery of state-level, county and local infrastructure works.</i> Key indicators are: to develop a Labour Based Policy that covers contracting (joint ventures, sub-contracting, community), Cooperatives of construction workers, MSEs, OJT from international contractors ; mainstream LB

¹⁶³ This excerpt is based on the draft document made available to the evaluators.

approaches within the Public Investment Plan; Revise public procurement procedures to allow for targeted procurement approaches (local contractors); and build labour-based training capacity in VTCs.
Outcome 3. Building the State: ILS, national institutional and legal framework, and good governance
<i>3.1 ILO Human Rights Conventions (C. 29, 87, 98,100, 111,138, 182) are ratified along with other selected Conventions concerning tripartite consultations (C.144), rural workers' organizations (C.141) and collective bargaining in the public service (C.154)</i>
<i>3.2 A national legal and institutional, tripartite framework reflecting ratified International Labour Conventions is established</i> Key indicators are: form and make operational a national Tripartite Advisory Committee on Labour and Social Dialogue (TACLAS); Labour regulations are adopted by GoSS in consultation with the social partners; awareness on labour laws and regulations; organising and capacitating labour administration on ILS, reporting issues, labour laws and regulations and social dialogues issues (negotiation, mediation, conflict prevention, management and resolution). Indicators under this output also includes developing EOs and WOs as independent organisations, trained on ILS, labour laws and collective bargaining; explore and initiate legislative work such as on issue of minimum wage and migrant workers; aligning legal and policy framework to ILO core child labour conventions and other relevant international instruments; and training judiciary and other counterparts are trained on ILS, labour laws and social dialogue.
<i>3.3 The national TVET system is strengthened and responds effectively to labour market needs.</i> Under this output, the ILO sets to have an unified strategy for technical education and vocational training with clear responsibilities among concerned ministries; build capacity of social partners from apex till centre levels, assist establishing a sustainable funding mechanism; standardising curriculum and certification; PPP; skill needs assessment; and education policy and programs addressing child labour elimination through formal and informal education and skills/apprenticeship training
<i>3.4 National capacities established and strengthened to tackle child labour, especially its worst forms.</i> Key indicators are: Legal and policy framework is in line with ILO core child labour conventions and other relevant international instruments; and child labour addressed in the three main labour markets (pastoralists, agricultural, urban)
<i>3.5 Strong and independent Trade unions</i> Key indicators include: Developing internal regulations of the trade union federation (SSWTUF); assistance toward office, equipment; a national centre for training, education and documentation; promote social dialogue and link centre and the states and sectors.
<i>3.6 The business voice is strengthened</i> Key indicators include: Capacity enhancement for employers' association (EASS); expanding EASS offices in 10 states with training to new staff and advice on services and communications policy; expand membership and services; prepare business plan for EASS including issues like security of business people, promotion of pro-business policies; fight against child labour, OSH promotion, HIV-AIDS prevention
<i>3.7 Labour market information and analysis strengthened for employment policy development</i> Key indicators include: Implement a labour force survey (LFS) implemented in 10 state capitals (returnee areas); analyse and disseminate LFS results; harmonise indicators and methodologies across National Bureau of Statistics (NBS) surveys; and undertake research and analysis using LFS and other relevant NBS data.

As the results framework (draft) reflects, the ILO in South Sudan has a comprehensive plan that caters to the national priorities and ILO global mandates and shows high commitment to strengthening social partners' capacities and ILS. At the same time, the planned results pay attention to reintegration, expanding decent work opportunities for sections affected with conflict, promoting productive employment and entrepreneurship in conventional (agriculture and pastoral) and modern sectors (construction, infrastructure). The focus is also on promoting collectives such as cooperatives and prevention and elimination of worst forms of child labour. There is a high attention to strengthening legislative and policy framework and national institutions, and assist the national government in generating statistics and undertaking surveys, research, and awareness. The results framework clearly builds on ILO's comparative advantage

and its knowledge base on relevant approaches such as LED, harmonising VT curriculum and certifications, and labour administration.

ILO projects in South Sudan

Recent projects of ILO in South Sudan are:

Project	Funded by
Support for the development of National Employment Framework	UN
Early reintegration support to returnees in South Sudan	UN Peace Building Fund
Skills and Employment for Peace in South Sudan	UN Peace Building Fund
Tackling child labour through education” (TACKLE), a regional initiative implemented with the support of the Secretariat of the Africa, Caribbean and Pacific Group of States (ACP) in 12 ACP countries. The project started in 2008 and South Sudan was added in July 2011.	EC (managed by ILO IPEC)

The ILO also focuses on strong and representative employers' and workers' organisations influencing economic, social and governance policies, strengthened institutional capacity of workers' and employer's organisations, strengthened capacities for social dialogue in Southern Sudan to address outstanding labour market challenges and to contribute to peace and nation building, decent work is mainstreamed in SSUD national policies and strategic frameworks, ratification and application of international labour Standards, strengthened capacity of member States to ratify and apply international labour standards and to fulfil their reporting obligations. However, concrete interventions in these areas are not evident.

ILO IPEC project TACKLE in South Sudan

The IPEC project “Tackling child labour through education” (TACKLE) was jointly launched by the European Commission (EC) and the International Labour Organization (ILO) with the support of the Secretariat of the Africa, Caribbean and Pacific Group of States (ACP) in 2008 to fight child labour in 12 ACP countries. Sudan was added in July 2011, after its independence. The project aimed at strengthening country level legal framework; improving institutional capacity to formulate and implement child labour strategies; design and implement targeted actions to combat child labour; and support advocacy and dissemination of good practices to enhance the knowledge base and networks on child labour and education.

GOSS took several progressive steps with technical support through TACKLE project, notably:

- The TACKLE project assisted in the establishment of Child Labour Units the Ministry of Labour and supported background studies towards a national action plan (NAP) against Child Labour in south Sudan.
- The project helped in large-scale awareness generation and advocacy against child labour and facilitated the process of listing hazardous work. State wide consultations were organised which culminated into a national level validation workshop on the occasion of World Day against Child Labour 2013. The National Steering Committee on Child Labour (NSC) followed a fast-track mode to move the validated list of hazardous work to a Council of Ministers meeting for eventual decreeing. NSC also decided that, in future, the list will be updated through NSC members approving a recommended adjustment and forwarding it to the Minister for Labour and Council for Ministers.

The project also supported a study on child labour and education among pastoralist communities in 2013 for enhanced understanding of child labour and education concerns among pastoralist communities. The study was in response to the 2012 report on labour markets in South Sudan (jointly authored by Understanding Children’s Work and the National Bureau of Statistics), which indicated that more than 60 per cent of children work in agriculture and pastoralist sectors.

These resonate well with some of the outcomes from ILO’s Decent Work outcomes and outputs for South Sudan, 2012-16:

Outcome 1.2 Returnees from Sudan and IDPs reintegrated into sustainable employment

Outcome 3.1 ILO Human Rights Conventions (C. 29, 87, 98,100, 111,138, 182) are ratified along with other selected Conventions concerning tripartite consultations (C.144), rural workers’ organizations (C.141) and collective bargaining in the public service (C.154)

Outcome 3.2 A national legal and institutional, tripartite framework reflecting ratified International Conventions is established

Outcome 3.5 Strong and independent Trade unions

Outcome 3.7 Labour market information and analysis strengthened for employment policy development

III. Key Findings on Evaluation Criteria

Relevance and coherence

The DW programme framework developed by the ILO for South Sudan involved ILOs support to the constituents integral with, and relevant to the government priorities, needs of constituents, and the social and development priorities of the people of South Sudan. The ILO priorities of assisting the government in legislative and policy areas and strengthening governance and judicial functions are well aligned with UNDAF framework. The identified priorities are directly linked to 10 out of 19 global outcomes, bringing elimination of child labour, ILS, strengthening constituents, and employment, skills and enterprise promotion to the forefront of ILO activities in South Sudan in the coming years.

In terms of specific projects undertaken so far, the project “Stabilisation and Early Reintegration Support for Returnees in South Sudan” was considered to be aligned with government priorities both at the national and state levels by the stakeholders. Also it was observed that the programme logic and rationale driving the design directly addressed UNPBF desired outcomes. It was appreciated that programme design majorly incorporated lessons learnt from previous programming such as the MDG/F funded youth employment initiatives and targeted activities were informed by prior needs assessment in the areas of intervention that included the IOM village and markets assessments.

The project “Creating opportunities for youth employment in South Sudan” did not fit the relevance criteria very well. It was felt that given the context of the socioeconomic challenges facing South Sudan, there could have been more strategic approaches to employment creation and opportunities for the youth. South Sudan’s economy is one that is characterised by high dependence on a depleting oil resource, limited domestic production, virtually no manufacturing and industrial activity and a high reliance on imports. According to the evaluation, a more focused attention and support for economic growth and diversifying the economic base would have a more strategic impact on employment creation in the medium to long term. It was felt that the joint programme (JP) approach for providing livelihood opportunities can be called at best a “quick-fix” solution, and can only pacify an energetic youth in the short term. It argued that the concept of “youth” should not be considered as a static phenomenon and that solutions geared toward addressing the problems of the youth should not only be addressed in the context of the current generation of youth.

Effectiveness

In the project “Stabilisation and Early Reintegration Support for Returnees in South Sudan” it was noted that the program activities effectively enhanced business opportunities in markets in communities of high return. Also there was evidence of the programme having contributed to

improved livelihoods and greater diversity in gender roles in the market among communities of high return as well as better cohesion between host and returnee groups.

In the project “Creating opportunities for youth employment in South Sudan,” the Joint Programme (JP) lacked an effective M&E plan with appropriate indicators for measuring and reporting on results as a consequence of which most (if not all) of the intermediate reports generated by the JP provided information on the status of activity implementation rather than reporting on the effect of the interventions on the situation of target groups. Output 3.1 of this project is “Functional literacy accelerated learning programme (ALP) and vocational training opportunities available for adolescents with special focus on girls and ex-child soldiers.”

Efficiency

In the project “Stabilisation and Early Reintegration Support for Returnees in South Sudan” according to the stakeholders, resources (time, expertise and funds) were allocated efficiently and appropriately. However, the project evaluation has noted that the relatively high cost of certain project components such as the vocational training required the modules to be shorter than what was planned originally.

In the project “Creating opportunities for youth employment in South Sudan” a substantial need exists for more attention toward policy formulation and institutional capacity development. It was acknowledged that the JP introduced significant innovative approaches but it was pointed out that there should be recognition that these were “demonstration” projects whose sustainability (replication and up-scaling) depended majorly on availability of enabling policy environment and institutional capacity of the duty bearers.

Results

Almost all the initiatives in South Sudan (with the exception of EC supported TACKLE project) were joint programmes (with other UN agencies) where attribution for results is rather complicated. The evaluation of ‘Creating opportunities for youth employment in South Sudan’ noted that the project was successful in raising awareness and focusing attention on the strategic importance of addressing youth empowerment in terms of long term stability, and economic development. At the policy level, the project-supported development of the draft Youth Policy; supported conducting an Urban Labour Market Survey, helped developing vocational training policy and the National Cooperative Strategy. Through this project, youth issues were embedded into all the 4 pillars of the country’s first national development plan (SSDP), the UNDAF 2012–13, and the UN Peace Building Support Plan. Through the TACKLE project, the national government was supported to strengthen child labour-related database through studies and large-scale awareness generation was undertaken. The project also helped in developing a validated list of hazardous work.

Sustainability

In the project “Stabilisation and Early Reintegration Support for Returnees in South Sudan” it was noted that the capacity of the Government for taking up of skills training activities is

considerably limited. Though, it was noted also that the relevant line ministries have an increased awareness of the importance of such programmes.

In the project “Creating opportunities for youth employment in South Sudan,” the final evaluation noted that many of the interventions, and particularly those that had high dependence on government engagement, were not receiving adequate budgetary and institutional support. Other things noted were that there was a high rate of participant dropouts. Also the evaluation observed that there were no independent community-based initiatives to emulate the successful practices demonstrated by the JP-supported groups. It was also pointed out that one of the key weaknesses in most of the JP outputs is the lack of adequate institutional support for the outputs.

IV. Conclusion

Given that only two evaluations are available for South Sudan and the prevailing instability and violence in the country, it would be premature to comment on ILO’s effectiveness. Nonetheless, from the available evaluations, it is evident that the two projects have fared very differently from each other on the four criteria of relevance, effectiveness, efficiency, and sustainability. The project titled “Stabilisation and Early Reintegration Support for Returnees in South Sudan” has done reasonably well on these counts. However, the project titled “Creating opportunities for youth employment in South Sudan” has been criticized by the evaluator on these very counts.

It is also important to mention here that the projects ILO has formulated for South Sudan that are mentioned in the section on ILO in South Sudan resonate well to its decent work outcomes and outputs, 2012–13 for South Sudan.

The UNDAF 2012–13 prepared by the Government of the Republic of South Sudan and the United Nations Country Team in alignment with the South Sudan Development Plan for 2011–13 is strong evidence of coherence between the activities of UN in South Sudan with that of the government there and a positive sign for ILO’s future work in South Sudan.

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- Sudan, 2012-2013, January 2012
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- Creating opportunities for youth employment in South Sudan, December 2012
- South Sudan Development Plan, 2011–2013, Realizing Freedom, equality, justice, peace and prosperity for all.

Annex I. Core targets and development outcome objectives of SSDP priorities

Outcome objective	Indicator	2013 target
-building and security promotion		
Establishment of effective and affordable Disarmament, Demobilisation and Reintegration (DDR) programme to support transformation strategies for all organised forces (Sudan People's Liberation Army (SPLA), South Sudan Police Service (SSPS), prisons, fire brigade and wildlife forces) and to provide ex-combatants and host communities with a sustainable future, including the reintegration of women and children.	Number of organised force personnel disarmed, demobilised and reintegrated (Baseline: 11,130 special needs groups from SPLA disarmed and demobilised as at 25 February 2011, of which 10,760 were counselled and 8,523 were at various stages of reintegration. Service delivery timelines for DDR have varied widely and have not provided ex-combatants with a predictable process).	DDR completed for 30,000 ex-combatants
South Sudan has essential legal framework befitting an independent country.	Number of Ministry of Legal Affairs and Constitutional Development (MoLACD) draft legal documents submitted to the Council of Ministers (CoM). (37 laws in force, transitional constitution drafting underway).	
Access to justice and respect for human rights across South Sudan enhanced.	Number of functional legal affairs offices at the county level. (32 county legal affairs offices established).	
Communities secure and threat posed by small arms reduced.	Implement community security approach in all ten states. (County consultations conducted in 70 per cent of counties; Conflict-sensitive development projects implemented in 25 per cent of counties).	
Increase the capacity of South Sudan Legislative Assembly (SSLA) to effectively and efficiently carry out its oversight function through review of the laws passed and increase the numbers of laws passed annually.	Number of bills submitted to SSLA, debated, and enacted into laws. Baseline: 12 laws passed in 2010.	
Increase crop production and land/ vegetation cover.	Sustained increase in cereal crop production, and overall production increase of other major food crops. (Baseline 2010: estimated traditional sector cereal production was 0.695 million Mt (last 5 years'	Cereal production above 1.0 million Mt per year

	average was 0.744 million Mt).
Improved interstate, trunk and feeder roads routinely maintained on sustainable basis and roads safety to enhance economic growth.	Length of asphalted trunk road network under construction/completed. Baseline: 0 km.
	Length of constructed engineered roads. Baseline: 363 km of interstate and feeder roads constructed to engineered roads standard in 2010.
Improved and expanded social services	
Reduce maternal, infant and child mortality.	Percent of population with access to healthcare. Baseline: 13 per cent.
Provide qualified teachers, academic staff and a relevant curriculum for general education.	Teacher: pupil ratio. Baseline: Qualified Primary 1:111 (26,658 teachers). Qualified primary 1:50 (50,060 teachers)
	Qualified secondary 1:24. and secondary 1:16
By 2013 South Sudan is on track to achieve universal access and completion of free primary education and has expanded equitable access to post-primary education.	Gross Enrolment Rate (GER). Baseline: Total: 78 per cent; Boys: 88 per cent; Girls: 61 per cent.
	Net Enrolment Rate (NET). Baseline: Total: 46 per cent; Boys: 53 per cent; Girls: 39 per cent...

Annex III

South Sudan Country programme outcomes

CPO code and Title	P&B link
<i>SSD100-Create decent employment especially for youth through improving employability, sustainable enterprise - development and labour market policies.</i>	
SSD101-Sustainable development through productive employment and enterprise creation using employment intensive approaches in infrastructure development in South Sudan	Outcome 01 – Employment Promotion Indicator: 1.5. Number of member States that, with ILO support, show an increasing employment content of investments in employment-intensive infrastructure programmes for local development
SSD102-National skills development policy that promote access of men and women to skills opportunity, in the informal and formal economies, to increase employment, self - employment, raise productivity and boost development and growth	Outcome 02 - Skills Development Indicator 2.1. Number of member States that, with ILO support, integrate skills development into sector or national development strategies.
SSD103-Employment for young men and women through promotion of entrepreneurship, access to BDS, LED/LER and sustainable livelihoods initiatives.	Outcome 03 – Sustainable Enterprises Indicator: 3.2. Number of member States that, with ILO support, implement entrepreneurship development policies and programmes for the creation of productive employment and decent work.
SSD104-Gender Inclusive Public Employment Services , are established in all states and collaboration with private intermediation services is strengthened within MOL and post conflict programmes.	Outcome 02 - Skills Development Indicator: 2.4. Number of member States that, with ILO support, strengthen employment services to deliver on employment policy objectives.
SSD105-Availability and quality of gender sensitive labour market information improved in South Sudan	Outcome 01 – Employment Promotion Indicator 1.3. Number of member States that, with ILO support, put in place or strengthen labour market information and analysis systems and disseminate information on national labour market trends.
<i>SSD125- Ratification and application of international labour standards</i>	
SSD126-Strengthened capacity of member States to ratify and apply international labour standards and to fulfill their reporting obligations	Outcome 18 - International Labour Standards Indicator: 18.1. Number of member States that, with ILO support, take action to apply international labour standards, in particular in response to issues raised by the supervisory bodies.
<i>SSD800-Strong and representative employers' and workers' organisations influencing economic, social and governance policies</i>	
SSD801-Strengthened institutional capacity of Workers' Organisations	Outcome 10 - Workers' Organizations Indicator: 10.1. Number of national workers' organizations that, with ILO support, include the DWA in their strategic planning and training programmes.
SSD802-Strengthened institutional capacity of employers' organisations	Outcome 09 - Employers' Organizations Indicator: 9.1. Number of national employers

	organizations that, with ILO support, adopt a strategic plan to increase effectiveness of their management structures and practices.
SSD803-Strengthened capacities for social dialogue in Southern Sudan to address outstanding labour market challenges and to contribute to peace and nation building are established	Outcome 12 - Social Dialogue and Industrial Relations Indicator 12.1: Number of member States that, with ILO support, strengthen social dialogue institutions and mechanisms in line with ILS.
<i>SSD900- Other areas of work</i>	
SSD901-TEMP to link TC project INT/05/24/EEC	Outcome 16 - Child Labour Indicator16.1. Number of member States in which constituents, with ILO support, take significant policy and programme actions to eliminate child labour in line with ILO Conventions and Recommendations.
SSD902-The coverage of a coordinated labour administration system in Southern Sudan, which will contribute to the development of sound industrial relations and enhance labour law enforcement, is expanded.	Outcome 11 – Labour Administration and Labour Law Indicator11.1 Number of member states that, with ILO support, strengthen labour administration systems in line with international labour standards.
SSD903-Decent Work is mainstreamed in SSUD national policies and strategic frameworks	Outcome 19 – Mainstreaming Decent Work Indicator19.1. Number of member states that, with ILO support, make the goal of decent work increasingly central to policy making.

I. Background, Context: Conceptual Framework: Decent work agenda (DWA)¹⁶⁴

Political and Social and Economic Development context in Sudan

Sudan is a republic situated in northern (or northeastern) Africa straddling the Nile Valley. The state is bordered by Egypt to the north, the Red Sea, Eritrea and Ethiopia to the east, South Sudan to the south, the Central African Republic to southwest, Chad to the west, and Libya to the northwest. The world's longest river, the Nile, divides the country between east and west.

Sudan was the largest country in Africa and the Arab world until 2011, when South Sudan separated as an independent country, following an independence referendum. Sudan is now the third-largest country in Africa (after Algeria and the Democratic Republic of Congo) and also the third largest country in the Arab world (after Algeria and Saudi Arabia).

The Government of Sudan (GoS) takes the form of a federal presidential representative democratic republic. The judiciary is independent and headed by the Constitutional Court, and legislative power is vested in both the executive branch and two legislative chambers: the National Assembly (lower) and the Council of States (upper). The bicameral National Legislature, constituting the Sudanese parliament, consists of 500 appointed members.

Since gaining independence in 1956, Sudan has suffered from political instability, conflicts, and continuous civil wars.¹⁶⁵ During the evaluation period, Sudan still suffered from political instability due to escalation of conflict in Darfur and other areas in the country. Almost one-half of Sudan's population lives below the international poverty line, calculated at - US\$ 1 a day.

Concerning the general social and economic development context in Sudan, Table 1 illustrates the substantial gap between Sudan and the world regions in economic development, as measured by GDP per capita and the human development index (HDI). In general, Sudan is characterized by low standards of economic development together with high population. The World Bank classifies Sudan as a lower-medium-income economy. According to the classification of the UNDP-HDI, the average GDP per capita for Sudan is among the world's low-income group.¹⁶⁶ In HDI terms, Sudan is ranked near the bottom of developing countries (171 out of 186

¹⁶⁴ <http://www.ilo.org/global/about-the-ilo/decent-work-agenda/lang--en/index.htm>

¹⁶⁵ See <http://en.wikipedia.org/wiki/Sudan>, accessed on 20 May 2014.

¹⁶⁶ The World Bank and United Nations Development Programme (UNDP) Human Development Report classifies world countries differently according to income level. We use the World Bank classification of economies that puts Sudan in the lower middle-income category or group.

countries).¹⁶⁷ Furthermore, average life expectancy, mean years of schooling, expected years of schooling, literacy rate and gross enrolment ratios in primary, secondary and tertiary education for Sudan fall behind the standard rate of the world's countries. The structure of Sudan's economy is characterised by a shift from agricultural-based economy to oil-based (or oil-dependent) economy. The heavy reliance on oil implies that Sudan's economy turned from low- to lower- to medium-income economy, but suffer from uncertainty and high fluctuation in economic growth.¹⁶⁸

In addition, Sudan suffers from little progress in social indicators and high poverty rates, where about 46.5% in northern Sudan are estimated to be living below the poverty line of less than US\$ 1 a day.¹⁶⁹ While progress has been made toward several of the Millennium Development Goals (MDGs), such as in the areas of education (MDG 2), infant and child mortality (MDGs 5 and 5), access to water and sanitation (MDG 7). However, Sudan's performance against the MDG indicators demonstrates large inequalities with respect to gender (MDG 3), rural-urban residence (MDG 7), and at the regional and sub-regional level.¹⁷⁰ The significant regional disparities between regions contributed to growing inequalities and unbalanced development in Sudan (see Tables 3–4 below).

Furthermore, Sudan suffers from high unemployment rates (20.7%) and, particularly, high youth unemployment rates (32.8%). Over the period (2000–2010) the labour force in Sudan rose from 9.2 in 2000 to 12.4 in 2010, due to an increase in employed population from 7.8 million inhabitants to 9.9 million inhabitants in 2010 and increase in unemployed population from 1.4 million inhabitants to 2.5 million inhabitants in 2010. This implies that, while employment/job creation increased from 7.8 million inhabitants to 9.9 million inhabitants in 2010, the unemployment rate increased from 15.5 per cent in 2000 to 20.3 per cent in 2010; i.e. unemployment increase by 4.8 per cent (2000–2010) (see Table 4 and Figures 1–2).

Population Total (millions)	GNI per capita (PPP ¹ US\$)	HDI value	Life expectancy at birth (years)	Mean years of schooling (years)	Expected years of schooling (years)	Adult literacy rate (% ages 15 and older)	Population with at least secondary education	Gross enrolment ratio		
								Primary (%)	Secondary (%)	Tertiary (%)
2012	2012	2012	2012	2010	2011	2005–2010	2010	2002–2011	2002–2011	2002–2011
5.0	848	.414	1.8	.1	.5	71.1	5.5	3.0	9.0	.1
1,134.30	33,391	0.905	80.1	11.5	16.3	..	85.9	104.2	100.4	75.8
1,039.20	11,501	0.758	73.4	8.8	13.9	92.7	64.2	110.5	91	48.7
3,520.50	5,428	0.64	69.9	6.3	11.4	82.3	50.5	113.4	70.7	22.1
1,280.70	1,633	0.466	59.1	4.2	8.5	60.8	25.2	98.2	37.4	6.8
357.3	8,317	0.652	71	6	10.6	74.5	38.4	97.7	71.1	24.1
1,991.40	6,874	0.683	72.7	7.2	11.8	93.8	..	111	78.8	26.1
481.6	12,243	0.771	71.5	10.4	13.7	98.1	83.5	99.9	91.2	57.5
597.7	10,300	0.741	74.7	7.8	13.7	91.3	50.4	115.9	90.9	42.5
1,753.00	3,343	0.558	66.2	4.7	10.2	62.8	39.2	113.6	57.6	15.7

¹⁶⁷ UNDP-HDR, 2013.

¹⁶⁸ WB

¹⁶⁹ Sudan Central Bureau of Statistics Household Survey Report (2009).

¹⁷⁰ The Millennium Declaration and adoption of the UN MDG in September 2000 implies commitment toward achievement of the eight MDG by 2015. The MDG are: (1) Eradicate extreme poverty and hunger: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day, and halve, between 1990 and 2015, the proportion of people who suffer from hunger. (2) Achieve universal primary education: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. (3) Promote gender equality and empower women: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015. (4) Reduce child mortality: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate. (5) Improve maternal health: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio. (6) Combat HIV/AIDS, malaria and other diseases. (7) Ensure environmental sustainability and (8) Develop a global partnership for development. See UNDP-HDR 'UN MDGs in Sudan': http://www.sd.undp.org/mdg_sudan.htm, accessed June 1, 2010.

852.5	2,010	0.475	54.9	4.7	9.3	63	29.7	100.3	40.3	6.2
870.4	1,385	0.449	59.5	3.7	8.5	60.7	..	101.8	36	6.6
7,052.10	10,184	0.694	70.1	7.5	11.6	81.3	57.7	107.9	71.2	28.7

Source: *UNDP Human Development Report* (2013), pp. 146–147, 173, 196–197. Note: (1) PPP refers to purchasing power parity.

Table 2 - The status of MDGs in Northern Sudan in 2008

MDGs / Indicators	Indicators	Status in 2004 ^(a)	Current level ^(b)	Reference year	2015 Target	
MDG 1 Eradicate Extreme Poverty and Hunger	Estimated poverty incidence (% of total population) *	50% ⁽¹⁾	46.5%	2009	45%	
	Prevalence of child malnutrition (underweight for age; % under 5)*	35% ⁽¹⁾	31.8%	2006	16%	
	Prevalence of acute child malnutrition * (underweight for weight; % under 5)	16% ⁽¹⁾			8%	
MDG 2 Achieve Universal Primary Education	Gross primary enrolment ratio***	62%	71.1%	2009	100%	
	Percentage of cohort completing primary school***	21%			100%	
	Adult literacy rate **	65.1% ^(b)	77.5%	2009	25% 1	
	Ratio girls to boys in primary education***	88%	53.9–46.1%	2007	100%	
MDG 3 Promote Gender Equality and Empower Women	Women's literacy rate	62%	86%	2009	-	
	Percentage of women in National Assembly/Council of States	19%	25%	2010	-	
	Under-5 mortality rate (per 1,000)*	105 ⁽¹⁾	102	2008	35	
MDG 4 Reduce Child Mortality	Infant mortality rate (per 1,000 live births)*	70 ⁽¹⁾	71	2006	-	
	One-year-olds immunized against measles ***	78%	85%	2009	-	
	Maternal mortality ratio (per 100,000 live births)	638 ⁽¹⁾	534	2006	127	
MDG 5 Improve Maternal Health	Birth attended by skilled health staff *	57% ⁽¹⁾	57%	2006	90%	
	Contraceptive prevalence (% of women ages 15–49)***	7%	7.6%	2006	-	
MDG 6 Combat HIV Aids, Malaria and other diseases	HIV Prevalence (% adults ages 15–49)*	1.6% ⁽¹⁾	0.5–1.24 ⁽²⁾	2009	-	
	Incidence of TB (per 100,000 per year)***	90	120		-	
	Children under 5 with fever treated with antimalarials (%)	54.2% ⁽¹⁾			-	
	Access to improved drinking water source (% of population)*	58.7% ⁽¹⁾	65%	2010	85%	
MDG 7 Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources	Access to improved sanitation (% of population) *	39.9% ⁽¹⁾	42%	2009	67%	
	In cooperation with the private sector, make available the benefit of new technologies, especially information and communications	Telephone line per 100 population (% of population)	2% (2005)	0.9%	2009	
	Cellular subscribers per 100 population (% of population)	9% (2005)	28%	2009		
	Internet users per 100 population (% of population)	8.2% (2009)	10.4%	2010		

Notes: (1) Sudan Health and Household Survey 2006; (2) 0.5 for males and 1.24 for females

Sources: (a) Sudan Millennium Development Goals Interim Unified Report, 2004 prepared by the UN Resident Coordinator's Support Office, Khartoum, Sudan: http://www.sd.undp.org/mdg_fact.htm, accessed on 1 June 2010, and (b) SPHS-2010, NBHS-2009, SHHS-2006 and administrative data from concerned institutions cited in pp. Sudan MDGs Progress Report 2011, Sudan National Population Council, Khartoum, Sudan, 9–10.

Table 3 – Regional Disparity in demographic and economic structure and achievements in MDGs in Northern Sudan (2005–2009)

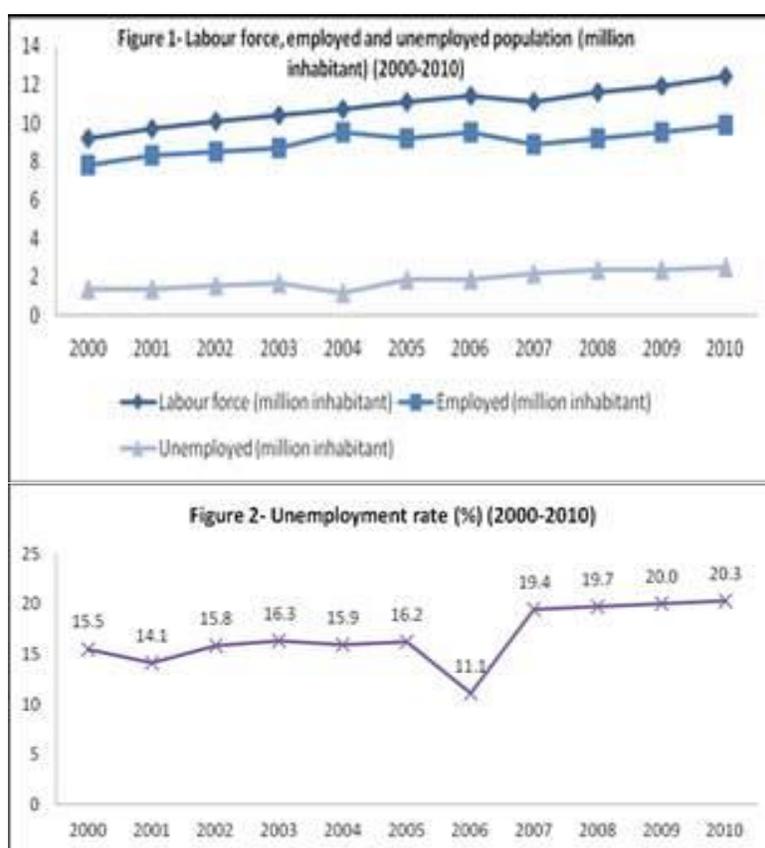
			Region	Northern	Khartoum	Central	Kordofan	Darfur	Eastern	Total
Demographic and economic structure (2005–2008)										
	Population ^a	2008	Total	1,819	5,274	7,423	4,327	7,516	4,534	30,893
			Share (%)	5%	13%	19%	11%	19%	12%	100%
	Revenues ^b	2005	Total	14,853	15,678	19,267	9,546	10,628	25,382	95,354
			Share (%)	16%	16%	20%	10%	11%	27%	100%
Actual per capita	federal Allocation ^b	2005	Total	9,068	8,497	4,872	3,765	2,732	2,553	5,248
			Urbanization ^b	2005	Total	27%	88%	29%	29%	20%
MDGs ^c (2009)										
	Poverty gap ratio	MDG 1.2	Total	9.4	6.4	13.8	23.1	24.6	17.7	16.2
	Net enrolment rate in primary education	MDG 2.1	Total	83	85	67	60	62	57	67
	Literacy rate of 15–24-year olds	MDG 2.3.1	Total	88	94	77	69	74	63	77
	Literacy rate of 15–24-year olds	MDG 2.3.2	Men	91	96	84	79	85	68	84
	Literacy rate of 15–24-year olds	MDG 2.3.3	Women	86	92	70	61	64	57	71
	Share of women in wage employment in nonagricultural sector	MDG 3.2	Total	15	19	13	19	22	12	17
	Employment ratio to population 15 years old and above	MDG 1.5	Total	35.9	37	41.3	48.5	45.3	39	41.4
	Proportion of employed population below poverty line	MDG 1.6	Total	30.1	21	41.5	55.5	58.8	39.2	42.5
	Proportion of own account and contributing family workers to total employed	MDG 1.7	Total	39.2	25.3	36	39.8	50	46.7	45

Sources: (a) Adapted from Sudan Central Bureau of Statistics Population Census Data (2010), in thousands: The Fifth Sudan Population and Housing Census (2008) (b) Elbadawi and Suleiman (2008:107) (c) the Sudan Central Bureau of Statistics (2011: 12).

Item/year	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Labour force (million inhabitants)	9.2	9.7	10.1	10.4	10.7	11.1	11.4	11.1	11.6	11.9	12.4
Employed (million inhabitants)	7.8	8.3	8.5	8.7	9.5	9.2	9.5	8.9	9.2	9.5	9.9
Unemployed (million inhabitants)	1.4	1.4	1.6	1.7	1.2	1.9	1.9	2.2	2.4	2.4	2.5
Unemployment rate (%)	15.5	14.1	15.8	16.3	15.9	16.2	11.1	19.4	19.7	20.0	20.3

Source: Sudan Ministry of Labour and Human Resources (MoLHR) (unpublished data and statistics).

Figures 1- 2- Labour force, employed and unemployed population and unemployment rate (%) in Sudan (2000–2010)



Source: Adapted from Sudan Ministry of Labour (unpublished data and statistics)

Country level (Sudan) plans/framework/policies/legislation that might concern to ILO

Currently, Sudan is implementing the comprehensive National Strategic Plan (2007–2031). The comprehensive strategy implicitly includes four strategic objectives contained in the ILO Declaration on Social Justice for a Fair Globalization and the objective of full and productive employment and decent work. Mainly, it aims to achieve several goals, among them (1) to achieve and increase a balanced development; (2) spread the culture of dialogue and freedom of

expression, applying the values of justice and equality before the law and to ensure that human rights as set out in national and international conventions, and (3) promote the optimal use of human resources in the framework of the institutional and social justice to achieve good governance. The key strategic objectives of plan, strategy and vision for the 25-year plan include: the sustainability of peace, national sovereignty and national reconciliation; Sudanese citizenship and identity; good governance and the rule of law; sustainable development; poverty and achieving the MDGs; institutional building and capacity building, monitoring and evaluation, extend knowledge of informatics, development of mechanisms for scientific research.¹⁷¹

The current government plans arises from a process begun with the Comprehensive Peace Agreement (CPA), signed in 2005 between the GoS and Sudan People's Liberation Movement (SPLM). That development put an end to the civil war and opened unprecedented opportunities for peace, development and the pursuit of prosperity. The CPA and the adoption of the Interim National Constitution (INC) in 2005 provided the frameworks for the alignment of resources toward broad-based, sustained development and poverty reduction. The Constitution and the CPA recognized that the realization of the MDGs was a prerequisite for achieving socioeconomic stability in the country. In 2006, a Strategic Advisory Council was established to develop the 25-year development plan, resulting in the National Strategic Plan (2007–2031) included strong references and commitments to the MDGs as as the medium-term development targets for Sudan and prerequisites for achieving stability.¹⁷²

An Interim Poverty Reduction Strategy Paper (IPRSP) complemented existing planning and budgeting instruments, including the 3-Year Salvation Economic Program (2012–2014) and the current 5-year Development Plan (2012–2016), by strengthening the prioritization of actions and targeting poverty. The 3-Year Salvation Economic Program (SEP) is an emergency plan to deal with the adjustment to new political and economic realities following the referendum affirming the decision of the South to secede. The IPRSP was intended to fine tune the preparation and implementation of the SEP and a new 5-year Plan, and provide a foundation for the full PRSP.

Sudan's current 5-year Development Plan (2012–2016) to serve as a growth oriented strategy with a primary focus on sustainable development in a growth-oriented strategy with a primary focus on sustainable development and poverty reduction in the medium term. These planning processes and instruments are organically aligned with the ILO decent work agenda in Sudan, guaranteeing rights at work, extending social protection and promoting social dialogue.

Social protection in Sudan¹⁷³

The distribution of the GDP in social sectors clearly indicates the lack of interest for social-sector development, and this at the time when Sudan had the financial capacity to implement social policies before the loss of much oil revenue to South Sudan. The UNDP-ILO technical paper presenting the situation of social protection in Sudan.¹⁷⁴ The situation by sector implies that Sudan has a long institutional history, hence most of the administrations and social organizations were created a long time ago along with the social policy framework. However, the

¹⁷¹ This section is adapted from Sudan Ministry of labour: decent work proposal paper (2009), pp. 15–16.

¹⁷² Alula Berhe Kidani, "Interim Poverty Reduction Strategy Paper," *Sudan Vision Daily* (3 December 2013), at: <http://news.sudanvisiondaily.com/details.html?rsnpid=229636>.

¹⁷³ This section is adapted from Sudan Ministry of labour: decent work proposal paper (2009) and Celine Bacrot, "Social Protection in Sudan," (UNDP and ILO Thematic/ Policy Paper), November 2013.

¹⁷⁴ See Celine Bacrot, "Social Protection in Sudan," (UNDP and ILO Thematic/ Policy Paper), November 2013.

current policy framework needs to be effective and revamped, in order to respond to the social challenges of the country. Indeed some policies are not implemented due to the lack of funding and political interventions that prioritize defence and security services, amounting for 75% of the National Budget, at the expense of social development and cohesion.

Some other policies need to be updated to align with the decentralization system started in 1991 so as to implement policy harmonization and coherence at national level. The indicators by sector show a great disparity geographically. Therefore, the satisfactory results found at national level should always be taken with caution, as regional differences in the provision of social services and the situation of well-being are high and should not be overlooked.

Social protection is under the responsibility of the ministries in charge of social development, namely, the Ministry of Welfare and Social Security (MoWSS), the Ministry of Health, the Ministry of Education and the Ministry of Labour and Human Resources (MoLHR). Their core mandate is to formulate and implement social policies with the objective of protecting the rights of the Sudanese citizens and setting up a favourable environment for the delivery of social services. However, in Sudan, the Ministry of Finance has a strong intervention into social development and is involved in any decision regarding the financing of social programmes. The Ministry of Finance is represented at the Board of the Social Security Fund and is also active in development initiatives implemented by the international organizations, such as the Community Development Fund.

In many ways, the Ministry of Finance can be considered to play the major role in driving the social-protection process. Indeed, the financiers of social protection in Sudan are mainly in the hands of the Ministry of Finance and the Zakat Chamber, while the public institutions struggle to increase their revenues and have to develop new sources of channels to be able to finance their development strategy. As a result, the social protection programmes are fragmented due to too many players involved without an efficient coordination mechanism to ensure coherence and efficiency in the delivery of the basic services. In fact, the social support programme is unique in that regard, because all the institutions are involved in one unique package coordinated by the Poverty Reduction Centre, located in the Ministry of Welfare and Social Security.

Social protection is provided through two channels: the contributory system, provided by public institutions, and the noncontributory system, which relies on private initiatives and development partners. The contributory system encompasses three social security Funds providing social protection services and guarantees: National Health Insurance Fund (NHIF); National Social Insurance Fund (NSIF); and National Pension Fund (NPF).

In addition to the private schemes, as of today, 5% of the population working in the private sector is covered by social security systems from private insurance companies. About 12 private insurance companies operate in Sudan. However, these private companies do not cover the population from the informal economy.

The noncontributory system mainly relies on the NGOs and development partners. Many assistance programs provide humanitarian aid and emergency services, particularly in the conflict zones. Yet the access to these conflict zones is difficult and risky. Thus, it reduces the level of assistance that could be provided to the population in need.

The UN agencies are also involved in social protection. Many gaps and challenges need to be tackled in order to implement the Social Protection Floors Recommendation (SPFR) in Sudan.¹⁷⁵ The high level of poverty and the limited access to remote rural areas where the poor population lives are two main obstacles, given the extent of the funding and basic-infrastructure needs to implement the SPFR and ILO labour standards with respect to Social Security Convention, 1952 (No. 102). The separation of the South and the consequent reduction of oil revenues have been a major shock that coincided with the global financial and economic crises, as well as a sanctions regime restricting financial transactions and trade relations with several countries. As a consequence, Sudan has had to face many financial and economic challenges with fewer resources and a smaller leverage capacity resulting in strong pressure on consumer prices and increase in external debt.

In addition, as the conflicts continue (with South Sudan and internally), the government tends to legitimate the increase in budget allocated to security and defence as a national priority, and this at the expense of social sectors. This security-oriented management of the country has been the pattern for many decades, though the argument for promoting social development as a socioeconomic stabilizer and social peace in a country is beyond debate.

Last, the persistence of the sanctions regime imposed on Sudan is definitely a handicap to economic development. However, in this context, those sanction only exacerbate an already-challenged social- governance system. From a social-specific perspective, the main obstacles are:

1. The lack of coordination and data among the multitude of actors delivering social-protection services without any mechanism to target these services. There is no reporting mechanism where public and private social initiatives implemented are recorded and monitored. This creates duplication and inefficiency. To add to this, the lack of data of the labour market and social protection impedes the right targeting of social programs and, therefore, may exclude people in need and favour those in less need. This lack of coordination also impacts on the quality and design of social programmes and may lead to their failure.
2. The social-protection sector is very fragmented, whereas responsibilities and mandates related to social development are not clearly assigned, though certain ministries are specifically in charge of various of these functions. Indeed, the political economy of social protection is dependent on several external factors that generate confusion and mistrust among the institutions involved. In addition, the decentralization process increases the

I. ¹⁷⁵ The Social Protection Floors Recommendation, 2012 (No. 202) was adopted by the International Labour Conference (ILC) in June 2012. This Recommendation expresses the commitment of Member States to move toward building comprehensive social security systems and extending social security coverage by prioritizing the establishment of national floors of social protection. It complements the existing ILO Conventions and Recommendations related to social security. The Recommendation provides guidance to Member States, so as to ensure that all members of society enjoy at least a basic level of social security throughout their lives. It provides guidance to countries: (1) in establishing and maintaining national social protection floors as a fundamental element of their national social security systems and (2) in implementing their floors within strategies for the extension of social security that progressively ensure higher levels of social security to as many people as possible, guided by ILO social security standards. See ILO, "Social Protection: Building social protection floors and comprehensive social security systems," at:

II. <http://www.social-protection.org/gimi/gess/ShowRessource.action;jsessionid=5100a2e767ea38b44e152e94679b43af32bed6f36e0faebf5c7031966001517b.e3aTbhuLbNmSe34MchaRah8TbNn0?ressource.ressourceId=31088>: Accessed on 9 June 2014. See also

III. http://www.ilo.org/dyn/normlex/en/f?p=1000:12100:0::NO::P12100_INSTRUMENT_ID:3065524, Accessed on 9 June 2014.

fragmentation since the governors of states have the right to decide on the tax regime applicable in his state, and can intervene in social-protection services, since these are under the states' core responsibilities. Reportedly, state governors also informally may flout the national standards on minimum wage in their jurisdiction.

3. The insufficient level of policy implementation: Sudan has already an institutional social framework that could serve as a basis of the social-protection programs. However, due to lack of funding, most of the policies in favour of social protection are either partly or completely unimplemented. For example, only 7% of the children under 5 and pregnant women in Sudan benefit from the free health-care system.
4. The lack of social budgeting and declining national resources allocated to the social sector prevent the full application of the social-protection programs. The drop in oil resources by 10 points since 2007 has been a major drawback of the Sudanese economy, along with the political situation, which creates instability and jeopardizes any potential source of income. These new contextual factors are to be added to the privatization reforms that took place in 1990s, affecting many public institutions responsible for the delivery of quality social services.
5. The informal economy predominates, representing two-thirds of the population. Yet this sector is excluded from most the social programs, because of the difficult access to this population, as well as a misperception and lack of awareness about this sector. Some progress has been done in extending social protection to the informal economy over the last years, with the social-support program is an example. However, the need for social protection is huge, and the longer the government waits fully to address the issue, the greater the negative effects on social peace and equitable economic development will be.

In order to face many related development challenges, including issues of war and peace, national unity, reintegration and reconciliation, several dimensions of poverty, unemployment, and severe regional disparities in income and access to economic and social services and opportunities, Sudan's country-level priorities and strategies are provided in several integrated planning instruments, the MDGs, the comprehensive National Strategic Plan (2007–2031), that mainly, aims to achieve several goals: (1) to achieve and increase a balanced development; (2) spread the culture of dialogue and freedom of expression, applying the values of justice and equality, and (3) promote the optimal use of human resources in the framework of the institutional and social justice to achieve good governance. The key strategic objectives of plan, strategy and vision for the 25-year plan include: the sustainability of peace, national sovereignty and national reconciliation; Sudanese citizenship and identity; good governance and the rule of law; sustainable development; poverty reduction and achieving the MDGs; institutional building and capacity building, monitoring and evaluation, extend knowledge of informatics, development of mechanisms for scientific research.¹⁷⁶

Moreover, the Interim Poverty Reduction Strategy (IPRS) has evolved into a core national strategic instrument for planning and budgeting, formulating sector strategies and expenditure plans, and long-term visioning processes. The IPRSP reflects and builds on the various sectoral and national plans prepared by the government to address these challenges and the interim strategy is anchored around four pillars: (i) strengthening governance and the institutional capacity of the public sector; (ii) reintegrating internally displaced persons (IDPs) and other displaced populations; (iii) developing human resources; and (iv) promoting economic growth and employment creation. Regarding, promotion of economic growth and employment creation,

¹⁷⁶ See Sudan Ministry of Labour, "Decent Work," unpublished report (2009).

Sudan needs rapid economic growth to create employment and reduce poverty. This growth needs to come from non-natural resource sectors to allow for a significant reduction in the current high rates of unemployment. Building on the earlier discussions on the key pillars of governance, reintegration and human resources, the IPRSP discusses its strategy for employment creation growth under four sub-pillars: enabling macroeconomic environment for growth; enabling environment for private sector growth; enhancing productivity and growth in agriculture; strengthening economic services for recovery and growth; and protection of natural resources and the environment.¹⁷⁷

In addition, *Developing Darfur: A Recovery and Reconstruction Strategy Report* (2013) sets out three main strategic-planning pillars. Pillar I: Governance, Justice and Reconciliation entails building representative, responsive and effective government institutions that are accountable to communities who wish to transition from circumstances of conflict and displacement towards rehabilitation and recovery. ... there shall be a federal system of government, with an effective devolution of powers and a clear distribution of responsibilities to ensure fair and equitable participation by the citizens of Sudan in general, and particularly those of Darfur. To this end, the Darfur Development Strategy sets out an essential three-pillar plan:

Pillar I - Governance, Justice and Reconciliation: This pillar of development actions aims to contribute policy support, technical assistance and capacity enhancement to state governments to enable them to execute their mandate more effectively, especially at the local (decentralised) level and, thus, oversee recovery of the region and initiate the revival of basic infrastructure and support to conflict-affected populations.

Pillar II-: Reconstruction: The main objective of the reconstruction pillar is to support the recovery and stabilisation of war-affected populations, whose economic and social life have been severely disrupted. Fundamental to the recovery programme is the construction and restoration of physical infrastructure and basic-service recovery, such as water supply in villages, schools, health posts and community policing, as well as linking communities and markets by constructing and improving vital road, rail and air links, promoting resource-efficient housing and restoring productive systems.

Pillar III - Economic Recovery: Through directly supporting agricultural operations, demarcating stock routes, promoting alternative energy sources and improving the business climate and access to credit, the main objective of the Economic Recovery pillar is to contribute positively toward poverty alleviation and transitioning Darfur to development in an equitable and environmentally sustainable manner.¹⁷⁸

These policy pillars seem to be consistent and mutually complementary toward realising poverty reduction, economic recovery, and creation of more employment opportunities, and empowering women (particularly women in rural areas) and improving social securities. These plans are consistent with ILO DW strategy, as well as the Areas of Critical Importance set out in the Programme & Budget Proposal for 2014–15, namely decent work in the rural economy and formalizing the informal economy.¹⁷⁹

¹⁷⁷ See IMF, Sudan IPRS Report (2013), accessed 8 June 2014.

¹⁷⁸ See *Developing Darfur: A Recovery & Reconstruction Strategy* (2013), pp. xxii–xxiii.

¹⁷⁹ ILO, “The Director-General’s Programme and Budget Proposals for 2014–15,” GB.317/PFA/1, 28 January 2013, at: http://www.ilo.org/gb/GBSessions/GB317/pfa/WCMS_203480/lang--en/index.htm.

This major strategy driving toward national development in one of Sudan's most neglected and violence-ridden states promises finally to align humanitarian and development objectives and call for precisely the type of service that ILO has to offer. However, ILO is not a party to the Darfur Development Plan and has not signed the MoU linking UN and affiliate partners to it. This plan poses a dilemma for ILO and for other UN implementing agencies: (1) ILO has not developed the ability or methods to perform at its capacity in crisis situations, of which Darfur remains one; and (2) other UN agencies operating in Sudan have grown accustomed to immediate humanitarian relief interventions, rather than longer-term development programmes. In this transitional situation, ILO finds itself in a Catch-22. Much in demand and operationally more disposed to long-term development than many MoU partners in Sudan, the opportunity to engage in this transitional model, in a zone of continuing violence and displacement, is being taken by other organizations that have been programmed primarily to provide humanitarian assistance and lack the specific tools, techniques and development trajectory that ILO has to offer.

Emblematic of the consequences of ILO's insufficient positioning in the development community in Sudan is the recent announcement of the largely IBSA Partners-funded "Creation of Job Opportunities for Youth in Sudan through Labour-intensive Work Opportunities" project. The implementer is UNDP, and the target is public work projects in Khartoum State (containing the capital). The project document contains not a hint of ILS.

With the authorizing signature of the UNRC, the project document and its principal implementer has embarked on a project that putatively seeks peace and security with forward development, but devoid of the human rights norms that form its Charter-based operational tripod.

The absence of ILO in this emblematic project epitomizes the need for ILO to develop its capacity—even through RBTC—to seize these development opportunities in transition situations, in order to uphold the integrity of the UN Charter, where other agencies—and donor agencies—cannot replace ILO. The other explicitly norm-based UN specialize organization, OHCHR, has had a waning presence in Sudan and, since July 2011, has operated within UNMIS only within Darfur. OHCHR also cannot always raise ILS with the ILO's level of specialization.

Quite on its own, ILO Sudan has developed CPOs that are consistent with current P&B Outcomes. However, closer cooperation in the UNCT Project Implementation meetings, in the presence of donors, could help it develop the nuance to integrate ILS into the UNCT constituency. Here again, the opportunities and urgent and remedial need for ILO's ILS interventions cannot be over-emphasised.

II. DW strategy, country priorities outcomes

Sudan does not have a defined DW strategy, but the implemented plans and economic development strategies and the general performance suggest that Sudan country priorities (reducing poverty and enhancing economic and sustainable and equitable development) seem to

be consistent with ILO's DW strategy.

- A. TC/RBSA supported projects (should also list regional/ multicountry projects that cover the country), mapping projects in relation to CPOs and global outcomes (P&B, 1998 Declaration and 2008 Declaration

Table 5 shows ILO projects and CPOs in Sudan, indicating that the ILO contribution to the project "Empowering Women for Peace and Recovery" is consistent with CPO XXX and MDG , empowerment of women and enhancing gender equality. The ILO contribution to the project "MDTF Creating Opportunities for Youth Employment in Sudan", has aimed to enhance employment creation and seems consistent with CPOs: particularly CPOXXX on employment creation. Finally, ILO contribution to the project "Early Reintegration Support to Returnees in South Sudan" is consistent with CPO XXX: recovery and reconstruction. (For more details, please see the annexes).

Table 5- ILO projects and CPOs in Sudan

ILO Projects in Sudan	CPOs
Empowering Women for Peace and Recovery	CPO XXXX: MDGs: gender equality: empowering women
MDTF Creating Opportunities for Youth Employment in Sudan	CPO XXXX: Employment creation
Early Reintegration Support to Returnees in South Sudan	CPO XXXX: Recovery and reconstruction

Creating jobs and guaranteeing rights at work in Sudan¹⁸⁰

From the existing documents and consultations, we observe that Sudan does not have an employment strategy, but several efforts and initiatives have been underway to improve job creation, especially for youth and women. This corresponds with ILO's Strategy for North Africa (2011–2015). For instance, during the review period, the GoS has requested UNDP and ILO to support the formulation of the National Youth Employment Framework. The Framework should help reform labour market policies, address the current employment gaps and design a national strategy on employment. The GoS carries out joint programmes with ILO and other UN partners for improving job creation. For instance, Creating Opportunities for Youth Employment in Sudan Joint programme (November 2009–31 August 2012), led by UNIDO, and with partnership from IOM, ILO, UNDP, UNICEF, FAO, UNESCO, UNFPA, UNAIDS, UNV, UNOPS spanned the period of transition toward the independence of South Sudan. In addition, ILO began the joint programme of Empowering Women for Peace & Recovery in East Sudan with UNWOMEN during the review period (August 2012–March 2014).

Sudan's Ministry of Labour had developed decent work proposal paper (2009) Sudan Comprehensive strategic plan that included several five-year strategic plans that guiding the development efforts in Sudan and consider regional initiatives related to labour and MDG 2. By this initiative, Sudan attempted to consider in its five-year plan the Declaration of the ILO of Social Justice for a Fair Globalization in 2008 and sought intensive effort to design a Decent Work Country Program in Sudan, to join ILO Decent Work Agenda and to implement the four core pillars of the Decent Work Agenda, which is consistent with the country priorities of addressing the poverty by generating employment opportunities. Sudan's four strategic objectives indicated in the comprehensive strategy (2007–2031) also are contained in the ILO

¹⁸⁰ This section is adapted from Sudan Ministry of labour Report: decent work proposal paper (2009): pp. 15–16.

strategy Declaration on Social Justice, including the objectives of full and productive employment and decent work.

Following the 98th session of the International Labour Conference and declaration of the ILO International Agreement on Jobs, the tripartite partners in Sudan formed a committee to improve the tripartite dialogue. The composition and functions of the high-level tripartite committee was to suggest and propose a National Charter of Jobs for Sudan similar to ILO Charter Global Jobs, which built upon and takes into account the existing plans and policies. The Ministry of Labour and social constituents submitted it to the presidency to be used as guiding policy development state budget for the year 2010. The new proposed Charter considered the creation of jobs for the sectors that accommodating most of labour, mainly agricultural and informal sectors, and promoted social protection and social dialogue. It also supports the social-protection programmes such as financing small enterprises in the training of their employees by the Zakat Chamber, managing mandatory Islamic alms giving.

The GoS's efforts in the field of microfinance have supported small and medium enterprises (SMEs) to address the increasing rates of unemployment and poverty, in order to facilitate the access of the target (the middle class, the poor, activists) to sources of credit. The government of Sudan has made a major effort to allocate a proportion of the finance capital to support these projects by activating the Central Bank for that purpose, and issuing a directive to commercial banks to allocate a maximum of 10% to fund social development projects and established a Social Development portfolio led by the Savings Bank. The Social Development portfolio began to finance some small projects, including: productive families projects, financing small-scale artisans and farmers, financing agricultural associations, and typical project financing for some citizens.

The Sudan Ministry of Labour Report: Decent Work Proposal Paper (2009) revealed that, from an employment perspective, the most serious problems facing the economy in Sudan are the incidence of underemployment, underutilization of skills and low wages and salaries insufficient earning to cover the basic needs. The Sudan Ministry of labour Report: decent work proposal paper (2009) indicates that the incidence of these conditions are inconsistent with both the ILO Decent Work Agenda and also with to Sudan's Constitution that implicitly already recognizes the core pillars of DWA by determining the duties and functions of the national unity government and stating that: "responsibility of the government to put and implement strategies and policies that ensure social, economic and political justice, freedoms and fundamental rights for all the people of Sudan through ensuring livelihood and upgrading work to promote cooperation, self-help, voluntary and charitable work."¹⁸¹

But this has not been implemented by the executive authorities, so the report recommended the full implementation of Sudan's constitution and ILO DWA to provide adequate employment opportunities and promotion of working conditions. The report recognizes the professional weakness in execution and implementation. Effort in employment and decent work has lacked a holistic view in the framework of a clear policy. Such an approach in dealing with this vital issue does not guarantee the integrity and consistency of the results and may even lead to contradictory results. Therefore, it becomes necessary to deal with the issues through a clear policy to take into account various aspects of economic policy and its relationship with the sectoral policies. In addition, Sudan Interim Constitution (2005) Section II Article 32 confirms the rights of women

¹⁸¹ See Article 12 (1), *The Interim National Constitution of the Republic of Sudan* (2006).

and children (the State guarantees men and women equal rights to enjoy all civil, political, social, cultural and economic rights, including the right to equal pay for equal work and other related benefits). In the context of poverty reduction policies, Sudan allocated 12% ceiling of funding to finance projects of women's departments have been established for development of women and producing families.

Social dialogue in Sudan ¹⁸²

An important role of both employer organizations and worker organizations is to help to promote tripartite social dialogue in Sudan.¹⁸³ Social dialogue in Sudan cannot be effective without effective institutions and strong constituent roles (employer organisations, worker organisations and government institutions). However, Sudan made important steps in the application of the principle of tripartite social dialogue, as clearly reflected in several activities. Among them is the participation in the international and regional (Arab and African) Labour Conferences based on a tripartite delegation of Sudan. Moreover, the preparation and amendments of all labour legislation are done by committees composed of the three constituent parties. Furthermore, the tripartite dialogue among the three constituents has proved effective in the Supreme Council to determine wages and collective agreements, as well as in the field of training, workshops and special committees to study all the issues of work. This tripartite cooperation has enabled a high degree of coordination and harmony among the constituents on national and international issues, and allowed for a reasonable amount of stability in labour relations and social peace.

Importantly, the Sudanese Businessmen and Employers' Federation (SBEF) convenes the private-sector employers and entrepreneurs. Their objective is to “create a good atmosphere between the labourers and the businessmen, or between the businessmen themselves or between the businessmen and the State authorities so as to push forward the economic growth wheel.”¹⁸⁴ They are involved in government negotiations about labour standards, domestic laws and social issues. Their weight is important in the social dialogue. Social dialogue and the tripartism are indeed seen as important values of social development promoted by all the institutions in the country.

The SBEF is quite active, and has formulated an Action Plan to be signed by the SBEF, the Sudan Workers Trade Union Federation and the GoS. The Action Plan includes activities such as training and awareness raising, as well as studies and analysis on the economic and labour markets. For instance, a study is being undertaken on the reasons why 452 enterprises (employing about 15,000 workers) went out of production over the last years.

The SBEF has an extensive network with 11 local offices on the territory, and can easily reach the employers. It is composed of five specialized associations (industrial association, agriculture and animal production association, services and small-scale enterprises associations, transportation association, trade association (all sorts of services). The SBEF is about to established an “Entrepreneurship Institute” in partnership with the Ministry of Investment to promote private investment in Sudan.

¹⁸² This section is adapted from Sudan Ministry of labour: decent work proposal paper (2009) and UNDP- ILO technical paper: Bacrot, Celine (2013). "Social Protection in Sudan": (UNDP and ILO Thematic/ Policy Paper), (November 2013).

¹⁸³ The Ministry of Labour report and proposed paper on decent work Report (2009), Unpublished Report...CITATION.

¹⁸⁴ UNDP-ILO Technical Paper on Social Protection in Sudan...

The Sudan Workers' Trade Union Federation (SWTUF), as of today, joins together 650,000 workers coming from public sector and just under one million workers from private sector, mainly from large size companies. The SWTUF is extremely powerful and has a say in all the decisions taken by the government. The main role of the SWTUF is to protect and defend the rights of the workers. The Union also supports youth and women's rights (representation of women not less than 25% in any executive office or association). In addition to its organisational, negotiating and advocacy roles, the SWTUF provides facilities such as housing schemes and SMEs loans through the Workers National Bank.

SWTUF is involved in current negotiations to promote social dialogue and protection. These include participation in a Wage Council set up in 1992 that is composed of three representatives of workers, three from the government (Ministry of Finance, Ministry of Labour and Ministry of Cabinet Affaires), three employer representatives and five experts. They meet bi-monthly and discuss wages, inflation and consumer prices indices.

One of the recommendations of this Council, in November 2012, was to increase the minimum wage to 425 Sudanese pounds (SDG). This request was based on the devaluation of the Sudanese pound and the increasing inflation rate. In December 2012, the workers threatened to go on general strike and in January 2013 the president himself approved the increase. The salary of the workers is indeed low, given the charges they face and the increasing cost of living in the country. In addition, the national institutions in charge of pension and social security have a Board of Directors composed of the government as well as the representatives of the workers and the employers of Sudan. In the context of this Board, the SWTUF requested an increase of the pension to SDG425, in line with the minimum wage. However, lack of funding of the National Pension Fund (NPF) makes the government the sole institution in a position to finance this increase by injecting additional resources to the NPF. As of today, no agreement has been reached on this request.

The negotiation of the workers union with the government to raise the minimum wage level to 425 Sudanese pounds resulted from several efforts over the period October 2012—October 2013, and the constituents officially approved it on 17 February 2014, and signed it in April 2014.

The achievement has supported and enhanced the social dialogue with the SBEF, The face-to-face meeting with the secretary of the employers association confirmed the role of the employers association in reconciling contradiction and filling the gap between the announced and implemented policies, involving workers unions with the government and employers association to protect the rights. Moreover, the negotiation of the employers association with the government helped retain the national structure and identity of the national pension and social insurance fund and avoid changing it into a decentralized state structure.

ILO does not implement a social dialogue-specific project in Sudan. However, this experience stands as an example of the potential of tripartism resolving development challenges beyond the context of a specific project.

Presence of relevant significant nongovernment development players, if any (a snapshot of their interventions)

Following Sudanese independence, CSOs working on civil, political, economic, social and cultural rights proliferated all over the country, especially in Khartoum. CSO registration procedures, membership criteria, activities and conformity to the applicable laws and regulations since independence have varied, however, depending on the government that was in power. CSOs generally flourished in fulfilling their objectives under civilian rather than military rule, whereas Sudan has had three of each form of government since 1956. When the present government took power in 1989, it banned all political parties, organizations, professional associations, trades unions, societies, newspapers and magazines under a declared state of emergency that has impeded civil society ever since.

CSOs are governed by the Voluntary and Humanitarian Work (Organization) Act, 2006 (“the Act”). The legislation is inconsistent with many provisions of the 2005 Interim National Constitution and the International Covenant on Civil and Political Rights. A key concern is Section 6 of the Act defines the objectives of humanitarian work narrowly to include only relief projects and services through voluntary and charitable organizations. Thus, the Act is not intended to permit the wider scope of civil society activity. CSOs working in these fields face harassment from government officials in charge of registering CSOs, and in particular from the National Intelligence and Security Service (NISS). The National Intelligence and Security Act, 2010 empowers the NISS to search, arrest and detain persons for varying periods, without any judicial supervision or sanction.

CSOs face numerous practical impediments to normal operations, such as burdensome registration requirements (at least 30 founders required); annual reregistration, fines and penalties for CSOs that publicly disagree with the government; refusal to allow CSOs to participate in “national dialogue,” “country agreements” required for foreign CSOs, bureaucratic obstacles to receive a permit to hold an assembly and advanced government approval for all foreign funding.

In August 2013, the Sudanese Interior Minister announced DoS plans to introduce new rules governing activities of foreign humanitarian organizations, including United Nations agencies. According to the rules, only national organizations will be allowed to work in the field of human rights.

Presence of other UN agencies, with reference to UNDAF or other UN framework, as applicable

In Sudan the acting offices for UN and ILO agencies provide evidence for their existence and involvement in Sudan. In particular, the involvement of UN agencies can be explained by UNDAF and other UN framework. For instance, the UN agencies presence and involvement can be explained by UN contribution to projects "Empowering Women for Peace and Recovery", "MDTF Creating Opportunities for Youth Employment in Sudan," "Early Reintegration Support to Returnees in South Sudan" and Developing Darfur: A Recovery and Reconstruction Strategy Report (2013).

Presence of the ILO (overall structure that supports the ILO activities; e.g., CO, DWT, RO)

In Sudan the acting office for ILO provides evidence for ILO existence and involvement in Sudan. In particular, support for ILO activities in Sudan is organized, and coordinated by ILO office in Sudan in collaboration with ILO Arab regional office in Cairo, Egypt. For instance, the ILO agencies presence and involvement can be explained by ILO contribution to projects "Empowering Women for Peace and Recovery", "MDTF Creating Opportunities for Youth

Employment in Sudan", "Early Reintegration Support to Returnees in South Sudan" and Developing Darfur: A Recovery and Reconstruction Strategy Report (2013).

III. ILO activities in Sudan

The support for ILO activities in Sudan is organized, and coordinated by ILO office in Sudan in collaboration with ILO sub-regional office in Cairo, Egypt. The ILO has developed an agenda for integrated Decent Work Country Programmes (DWCP) in countries where the governance and tripartite cooperation permit. Although Sudan is not a country with a formal DWCP, ILO nonetheless puts the Decent Work Agenda into practice through projects and regular budget technical cooperation (RBTC) toward achievement of four strategic objectives, with gender equality as a crosscutting objective:

1. **Creating Jobs** – an economy that generates opportunities for investment, entrepreneurship, skills development, job creation and sustainable livelihoods.
2. **Guaranteeing rights at work** – to obtain recognition and respect for the rights of workers. All workers, and in particular disadvantaged or poor workers, need representation, participation, and laws that work for their interests.
3. **Extending social protection** – to promote both inclusion and productivity by ensuring that women and men enjoy working conditions that are safe, allow adequate free time and rest, take into account family and social values, provide for adequate compensation in case of lost or reduced income and permit access to adequate healthcare.
4. **Promoting social dialogue** – Involving strong and independent workers' and employers' organizations is central to increasing productivity, avoiding disputes at work, and building cohesive societies.

Of these services to the country, the technical interventions enjoy high esteem as ILO has delivered them in the field. However, the comparative advantage that ILO brings to each intervention is the ILO normative framework of binding treaty obligations, declaratory law and related guidance. These tools of statecraft combined with the means of economic development are eminently relevant to Sudan, where human rights norms have suffered through various forms of governance and conflict preceding and during the review period.

The repeated perception from the field verification visit and constituent interviews is that ILO engagement in Sudan in the evaluation period represents a marked decline in volume from previous decades. For example, veterans in government and private sector recalled more-frequent training opportunities in the past. Those reports indicated also that those historic activities continued to have impact and resonance within current institutions. The strategic assessment of ILO's programme in Sudan notes also that the evaluation culminates a long, progressive shift of donor support from development assistance to shorter-term crisis response interventions and humanitarian aid. Such remains the mode of most UN and international agency activities, although the country's planning processes referred to above, in addition to a major domestic and international revival of development assistance and programming in Darfur, suggest that the development tide could turn.

Historically, ILO contributed to capacity building activities by giving grants (in partnership with UNDP and the Sudanese government) to establishment of vocational training centres in Sudan in 1991 that trained 27 students in south Darfur (Nyala city) and 34 students in northern Kordofan

(El-Obied [al-`Ubayyid] city). Recently, ILO activities include ILO joint cooperation with Sudan's MoLHR, MoWSS, Ministry of Youth and Sports (MoYS) and activities in collaboration with other UN agencies. This mainly includes the contribution to ILO in financial aspects, capacity building, mainly providing training, and workshops and technical assistance in the form of joint technical papers produced jointly by UNDP and ILO to facilitate the implementation of decent work agenda in Sudan, as we explain below.

ILO Projects in Sudan			
Title	Period	Value	
Empowering Women for Peace and Recovery			
MDTF Creating Opportunities for Youth Employment in Sudan			
Early Reintegration Support to Returnees in South Sudan			

ILO joint activities with MoWSS¹⁸⁵

Consistent within its Country Programme Outcomes (CPOs) in Sudan, ILO has prepared studies and strategy papers to contribute to the formulation of a national strategy for the employment in Sudan. This has involved joint work with the Ministry of Welfare and Social Security to include the following:

- (1) Social protection and social security
- (2) Employment of the disabled
- (3) Employment of women and vulnerable groups
- (4) Policies on SMEs.

Several ILO delegations visited MoWSS throughout 2013 to provide workshops, including, for example, an expert delegation to evaluate Community Rehabilitation Centres (11 January–2 February 2013), in order to prepare a comprehensive assessment of the vocational rehabilitation of women and people with disabilities with the aim of improving support to these groups and improve their opportunities for decent work and integrate them into their community in a workshop (27–29 January 2013). A special ILO mission assisted in the preparation of SME policy (23–30 February 2013), in order to provide technical support to develop a framework of national manpower to address the problem of youth unemployment, address gaps in employment and design a national employment strategy. ILO experts focused efforts on: a review of available information on SMEs, consultation with stakeholders on establishment and strengthening of SMEs, addressing causes and solutions of problems, beginning the draft of a SME project in Sudan, preparing an implementation methodology for development of a detailed action plan.

ILO experts in economic and social development conducted a mission of social protection (11–16 May 2013) and an ILO expert in international labour standards and the development of corresponding policies (August 2013). Output of that visit led to ILO providing technical support and policy development in ILS to assist the government in the formulation of compliant labour policies. In addition to organising the visit of a gender expert hosted by the General Directorate of Women and Family Affairs (GDWFA) (19 January–2 February 2013), ILO Sudan organised a workshop on community-based rehabilitation for the disabled (27–29 January 2013) and workshop on national employment policy (10–14 November 2013), in Khartoum, providing tools

¹⁸⁵ This section is adapted from Sudan Ministry of Welfare and Social Security (2014) "Evaluation of ILO activities in Sudan and North Africa" (April 2014) and Sudan Ministry of Welfare and Social Security - General Directorate for Women and Family (2013) "Report on visit of ILO Women Development Specialist: September 16-19, 2013," (September 2013).

for job creation and addressing labour market problems and challenges. Further ILO organised workshops that focused on topics aimed to improve knowledge about employment policies in Sudan, information and sources of information on labour market, labour market challenges and employment-related issues, minimum wage reforms, social protection and international labour standards. Moreover, ILO has partnership with the GDWFA in the field of training of trainers for basic development in the states of Kassala and South Kordofan. Within this partnership framework, the Ministry of Social Welfare developed an action plan to take advantage of training and technical support provided by ILO annually.

Partnership with the ILO in the framework of agreed partnership included joint cooperation and coordination with MoWSS for the implementation of the national project for the development of rural women and for implementation of programs related to organization's work and private activities aimed at capacity building and training to design income-generating projects for small farmers and producers, and the management and upgrading of skills in the field of marketing. ILO implemented two training workshop sessions that benefited 50 participants from South Kordofan state representatives of different localities (Lagawa, Dilling, Kadugli, Hrzaaa). The first training of trainers (ToT) aimed to build entrepreneurial skills for agricultural projects (15–20 December 2012). The second ToT focused on entrepreneurs advanced skills "Moving forward," toward decent work for people who recently started small enterprises to continue their business (9–14 December 2012). the ILO training. The first group of trainees implemented the training under the supervision of the state and full coordination with the Ministry of Social Affairs in South Kordofan and the MoWSS represented by GDWFA. The ToT course on "Start Your Own Business" (SYOB) benefited 27 participants from nine targeted states, representing project managers of the state's Department of Women's Affairs, representatives of colleges specialized in community development, and representatives of the central Ministry of Agriculture and the General Union of Sudanese Women (27–31 May 2012).

This training work is a strong starting point for the implementation of the national project for the development of rural women in the state. It was hoped that the State of Kordofan would take advantage of trained personnel in the activation of all project activities, especially relating to finance and income-generating activities that raise the standard of living for women in rural areas.

In cooperation with ILO to train working cadres in the field of rural women, lead to training of trainers (TOT) includes 300 in the field of agricultural small ownership projects, small projects, and how to start your project and how to move forward, from the states of North Kordofan, South Kordofan, Kassala, Gadarif, Gazira, Blue Nile, Sinnar, North Darfur, northern state and river Nile. This ILO training "Moving forward: toward decent work for people with recent start of small business, aims to encourage them to continue their business. Represented the project managers representing States department of women, colleges of community development, Ministry of Agriculture and Animal resources, and the General Union of Sudanese women from the targeted states in the first stage of the project. And therefore, these train 1000 participants to benefit from them in the implementation of the activities of the national project of rural development. In the context of women's empowerment organized by the ILO and within the framework of the joint project with the United Nations Development Programme (support the national framework for employment) official mission and visit of women development specialist and expert for the rehabilitation of the training centre to empower women in Khartoum (Abu Halima). The definition of the national project for the development of rural women and debate about the focus on training and manufacturing industries, and the establishment of the centre is

typical of all states. Discussion about the centre of Abu Halima and the possibility to become a training centre for trainers TOT. The Memorandum of Understanding involving General Directorate for Women and family about the national project for the development of rural women technical training (how to start your own project, go ahead businesswomen, leather goods, handicrafts, etc..). Training in ILO labour strategy and laws. Training in the ownership of the land to enable women to work better. How the inclusion of women working in the informal sector (unpaid) work in the system of official paid.

ILO joint activities with Sudan Ministry of Youth and Sports¹⁸⁶

Ministry of Youth and Sports: Assessment of working together to create jobs for young people in Sudan: ILO: April 2014: In the framework of implementation of a National Youth Strategy this initiative was implemented to face the biggest challenges of youth unemployment in Sudan. The projects aim to create jobs for young people in Sudan and to train young people and implement a strategy to train five million young men and women; the project is resulted in a joint program to create jobs for young people in Sudan with partnership with UN agencies. The agreement of the joint program (funded by Spanish donor) was signed in November 30, 2008, the official implementation began in October 2009, and the official end of the project was February 2013. The project cover three targeted States: South Kordofan/ Blue Nile/ North Kordofan. The targeted number of training is 5000 young men and women. The UN agencies participating in executing the project are: UNIDO as the agency leading coordination in Sudan (North), United Nations Development Programme and the International Labour Organization, International Organization for Migration and Population Fund and the United Nations Volunteers Programme, UNICEF, UNESCO and the Food and Agriculture Organization. Partner Sudanese institutions are: the Ministry of Youth and Sports Federation as the lead institution for the implementation of the program by the government, the Ministry of Labour, Ministry of Education, the Bank of Sudan, National Program to Fight the AIDS, Ministries and States.

The Program goals are reducing poverty, especially among vulnerable groups and increasing equitable economic growth through improvement in livelihoods and decent work, food security and sustainable management of natural resources and self-reliance, the empowerment of individuals and communities, especially young people and vulnerable groups to improve access to income-generating opportunities and employment through decent work.

ILO activities in Sudan include the ILO financial contribution in the project or the organization's budget of \$ 1,400,336 in the joint program. In addition to other activities through the program include conducting workshop actors in youth employment at the level of the centre and the States and the Union of Employers and Workers Union, supporting the development of a plan to run the youth targeted States, supporting personnel training in the field of youth employment at the level of the centre and the States, put strategy for youth employment in the targeted States, train the trainers in the program of entrepreneurship and how to start a project and the work of 15 training sessions to train young people in the targeted States, training and upgrading the skills of workers in the field of cooperatives and relevant actors, designing the operational plan for young people at the level of targeted States, survey of the labour offices in the targeted States. The positive impacts is that the project represents the most successful implementation partnership project with national stakeholders, normalization of the situation of youth in the targeted States and brought

¹⁸⁶ This section is adapted from Sudan Ministry of Youth and Sport: Evaluation of joint programmes for creating jobs opportunities for youth in Sudan (April 2014).

into the civilian life and ward off some of the effects of war and displacement in the joint program, and by training a larger number of targeted States in the program, the rehabilitation and development centre for employees and training States internal and external, choice for joint program had been successful, fruitful partnership with the ILO in the joint enforcement program created common ground and confidence in continuing to work with the organization. Provide model for partnership with the UN organizations (10 organizations) model of partnerships that should be built upon, supporting buildings and infrastructure of the Ministry of States in addition to a genuine joint programs (set up a youth training centre in Kadugli in South Kordofan). Difficulties and negative impacts in the implementation of the project include: instability of operational mechanism at the level of the ministry and the States, the impact of the lack of coordination in the implementation of activities, lack of internal funding (local component) to follow up the implementation and leave it for the organizations, which were often travels to States alone, failure to implement final evaluation workshop for the joint program has the greatest impact in the absence of the lessons learned, the joint program has been implemented in a time span large than with planned, implementation of activities and programs, the level of foreign exchange is high in a country suffering from wars and their effects, with a high difference in the value of dollar exchange rate during the period of implementation of the program, lack of media for internal project activities within the Centre and the targeted States, and the lack of a budget for it, which led to the absence of the role of the joint program which is clear in the training and employment of young people in targeted States, absence of an ongoing mechanism to follow up on the beneficiaries of the activities of the joint program after graduation, and the lack of financing them. The main recommendations are: repeating the implementation of the joint program, especially with the ILO, because of its many benefits, expand the umbrella of the implementation to include the five states of Darfur and Kassala, bring international expertise of ILO to improve the Sudanese experience in the implementation of similar activities and future, assess the follow-up mechanisms for the implementation of the joint program, mandatory work workshop evaluation for the joint program, avoid negatives impacts of previous projects in joint future projects the case of repeated execution, praise the role of the ILO in Sudan, with a request to raise the level of representation in Sudan.

ILO joint collaboration with UNDP in Technical papers related to decent work agenda

The GoS has requested UNDP and ILO to support the formulation of the National Youth Employment Framework. The Framework should help reform labour market policies, address the current employment gaps and design a national strategy on employment. In this view, UNDP and ILO have formulated a joint project of which one of the objectives is to develop seven technical papers on main issues related to employment and labour market in Sudan. In this context, four papers explain skills development, the informal sector, small and medium enterprises and the situation of social protection in Sudan.

The first technical paper by UNDP-ILO focuses on skills development in Sudan, it provides the baseline information required to understand how young women and men, the unemployed and other vulnerable groups gain the skills needed for productive employment, leading to improved standards of living and ultimately decent work. It is paramount to understand the processes, institutions, and approaches that underpin skills development both in formal Technical Vocational Education and Training (TVET) and in the informal economy, in order to develop and improve systems in place, particularly in a relatively new nation. The recommendations centre around the need to develop a national framework for skills development, encompassing

TVET in the formal sector, the informal apprenticeship system and other systems involved in human resource development.¹⁸⁷

The second technical paper by UNDP-ILO examines the informal sector in Sudan, it analyzes the situation of the informal sector in Khartoum, highlights challenges and proposes policy recommendations to integrate the sector into recognized economic frameworks. Three important causes of the informal sector are highlighted in the paper, namely poor economic performance, unemployment and low levels of education. The paper provides policy recommendations including: produce a special law for Micro and small and medium Size Enterprises (MSMEs), establishes an umbrella organization for these enterprises as well as special regulatory arrangements and incentives to create enabling environment for MSMEs, incentivize large companies to provide training and business advisory services to small enterprises before and after establishing a business, promotion of microfinance through simplified procedures to encourage informal enterprises to apply for microcredit and finally some services need to be tailored to the needs of the informal sector, such as social insurance schemes and business development services.¹⁸⁸

The third technical paper by UNDP-ILO focuses on Small and Medium Enterprises (SME) sector in Sudan, it examines the key challenges and obstacles facing the establishment and operation of SMEs and the recommended actions to address these challenges and promote SME development in the country. It indicates that the micro, small and medium enterprises employ less than 1.5 million workers (only 20% of Sudan's estimated number of jobs), which implies that a large number of Sudanese workers, and probably MSMEs, operate in the informal economy. The policy recommendations are: a development of National SME Strategy with a clear vision, strategy, goals and timeframe to support SME development in Sudan, increasing the engagement of the private sector and SMEs in the policy making process, creating an independent government body under the umbrella of the Council of Ministers to become in charge of planning and managing the SME sector, development of new tax incentive system and introduction of entrepreneurship education in various educational systems to encourage entrepreneurship and SME development as an alternative career path.¹⁸⁹

The fourth technical paper by UNDP-ILO focuses on social protection in Sudan, it presented the situation of social protection, the opportunities and challenges in the implementation of the Social Protection Floors Recommendation, in Sudan. It indicates that, in Sudan, social protection is under the responsibility of the Ministry of Welfare and Social Security, the Ministry of Health, the Ministry of Education and the Ministry of Labour and Human Resources. The Ministry of Finance has strong intervention into social development and is involved in all decisions regarding the financing of social programmes.

In Sudan, social protection is provided through two channels: the contributory system, provided by public institutions (three social security funds providing social protection services and guarantees: National Health Insurance Fund; National Social Insurance Fund; National Pension Fund), and the noncontributory system, which relies on 12 private initiatives and insurance

¹⁸⁷ See Ibrahim, K. I., Mahmoud, H. A., Powell, M. and Abdelrahim, H. (2013) "Skills Development in Sudan: The Formal and the Informal Reality (UNDP and ILO Thematic/ Policy Paper) (November 2013).

¹⁸⁸ See Khaled Abdel Azim, "The Informal Sector in Sudan: Current Situation and Prospects for Improvements," (UNDP and ILO Thematic/Policy Paper), November 2013.

¹⁸⁹ See Abou El-Yazei, A. (2013) "Sudan's Small and Medium Enterprises," (UNDP and ILO Thematic/ Policy Paper), (November 2013).

companies, NGOs and development partners. The UN agencies are also involved in social protection. The paper shows that many gaps and challenges need to be tackled, in order to implement the Social Protection Floors Recommendation No. 202. The paper indicates the huge needs for social protection and the longer the GoS waits to fully address the issue, the greater the negative effects on social peace and economic development will be. However, progress has been made in extending social protection to the informal economy over the last years, for example, through the social support program.¹⁹⁰

ILO activities in collaboration with other UN agencies/regional bodies such as African Union, Arab League, etc.

ILO collaboration with UN agencies includes joint collaboration in the project "Creating Opportunities for Youth Employment in Sudan Joint programme, which began in November 2009, in collaboration with UNIDO (as lead agency), IOM, UNDP, UNICEF, FAO, UNESCO, UNFPA, UNAIDS and UNV. ILO continues to collaborate in the project "Sustained Peace for Development: Conflict Prevention and Peace-Building in Sudan" in cooperation with UNDP (as lead agency), FAO, UNDP, UNFPA, UNICEF, UNWOMEN and WHO, as well as IOM. ILO is also engaged in the joint working groups with UNAMID.

However, two important initiatives in which ILO is absent are the "Creation of Job Opportunities for Youth in Labour-intensive Work Opportunities," (UNDP) begun in March 2014, and the multi-agency MoU for cooperation with other UN agencies in \$7.245 bn "Darfur Development Strategy (2013)." Upon review of the "Creation of Job Opportunities for Youth" project document, ILO's absence is very evident by the lack of any normative framework to the \$1.35 million project's design and content.

Challenges faced by the ILO

The main challenges faced by ILO in Sudan are inadequate presence of ILO due to the limited capacity of ILO office in Sudan that constrained the achievement of regularity and sustainability of the activities and the effects of the ILO implemented projects in Sudan. The other challenge is the limited and declining support of ILO activities in Sudan in the period (2010–2013) compared to the agency's effective or active role during the 1980s–1990s. These challenges combine, leading to lost opportunities in the field to deliver services and develop further capacity of the Sudan operation.

A third challenge is more endemic concern in the ILO's apparent hesitancy and/or lack of capacity to operate well in crisis situations. The crises in Sudan render ILO services any less in demand. On the contrary, the DWA is vital to Sudan's recovery. However, the Sudan experience raises questions as to whether or not the agency—in its headquarters, as well as field operations—should build its readiness and capabilities to operate in crisis situations. Missed opportunities in the case of Sudan, however, have not arisen only from a lack of institutional predisposition, but also due to double force of (1) donors' priority to support multilateral agencies' humanitarian interventions and (2) the slow progress globally toward integrating humanitarian relief with longer-term development objectives that build needed self-reliance by strengthening local capabilities and sovereign institutions.

¹⁹⁰ See Celine Bacrot, "Social Protection in Sudan," (UNDP and ILO Thematic/Policy Paper), November 2013.

Summary of ILO activities and Joint Programmes in the Sudan

ILO were part of:

Creating Opportunities for Youth Employment in Sudan Joint programme Original start date: November 2009

Official end date: 31 August 2012

Duration to finalize all outstanding matters: 2009 to December 2012

Lead Agency: UNIDO,

IOM, ILO, UNDP, UNICEF, FAO, UNESCO, UNFPA, UNAIDS, UNV, UNOPS (South Sudan)

2- Sustained Peace for Development: Conflict Prevention and Peace-Building in Sudan

Original start date: December 2009

Final end date: December 2012

UNDP (lead agency),

FAO, ILO, IOM, UNDP, UNFPA, UNICEF, UNWOMEN and WHO

ILO is still part of:

3- PBF/ Empowering Women for Peace & Recovery in East Sudan with UNWOMEN Start Date: August 2012

Original end date: May 2013

Current end date: March 2014

UNDAF key facts

- The 2013 ILO Annual Budget Delivery for development projects/programmes relevant to the UNDAF Implementation is \$ 398,335.00

- The 2013 ILO Annual Budget Delivery under the UNDAF focused on the following two sectors:

1) Women Economic Empowerment implemented under Pillar 2. Poverty Reduction, Inclusive Growth and Sustainable Livelihoods & Pillar 4: Social Cohesion, Peace Consolidation and Peace Dividends; Geo location: Kassala & Gadarif States -East Sudan

2) Employment Policy Reform implemented under Pillar 1: Poverty Reduction, Inclusive Growth and Sustainable Livelihoods; geo location all Sudan.

At the country level:

ILO is engaged in the PMT WG, M&E WG and in the joint working groups with UNAMID.
JWG 2-3-5

JWG 1 – HR, RoL and Transitional Justice

JWG 2 – Governance, Institutional Capacity Dev

JWG 3 – Recovery, reconstruction, livelihoods and environment

JWG 4 – Durable solutions, voluntary returns and reintegration

JWG 5- Ceasefire monitoring and security arrangements

JWG 6 – Peacebuilding, Social Cohesion and Reconciliation

IV. Key findings on evaluation criteria with reference to the questions in the evaluation ToR

Relevance of ILO activities: analyse whether the ILO activities resonate the priorities and concerns of the constituent partners; priorities defined under the ILO regional strategy for NA, and ILO-SPF

The ILO activities in Sudan during the period the evaluation period (2010–2013) seem to be consistent with, and relevant to Sudan's country priorities and strategies. The ILO activities resonate with the priorities and concerns of the constituent partners, priorities defined under the ILO regional strategy for NA, and ILO Sudan's CPOs. For instance, ILO activities within the project "Empowering Women for Peace and Recovery" is relevant with the constituent partners; priorities and Sudan country priorities of achievement of MDGs, by the empowerment of women and enhancing gender equality. In addition, the ILO activities within the project "MDTF Creating Opportunities for Youth Employment in Sudan," is relevant to the constituent partners' priorities and Sudan country priorities of employment creation. Finally, the ILO activities within the project "Early Reintegration Support to Returnees in South Sudan" is relevant to the constituent partners' priorities and Sudan country priorities of recovery and reconstruction. (For more details, please see the annexes).

Coherence with the efforts of the national government, constituent partners, UN activities

The ILO activities within the projects implemented in Sudan seems to be coherent with the efforts of the national government, constituent partners and UN activities. For instance, the ILO involvement and activities within the implemented projects in Sudan during the period the evaluation period (2010-2013) "Empowering Women for Peace and Recovery", "MDTF Creating Opportunities for Youth Employment in Sudan", and "Early Reintegration Support to Returnees in South Sudan" and Developing Darfur: A Recovery and Reconstruction Strategy Report (2013) implies the coherence with the efforts of the national government, constituent partners and UN activities. (For more details, please see the annexes).

Efficiency (cost efficiency and evidences of leveraging, time efficiency and efficient use/leveraging of human resources)

We agree that it would be useful to assess the ILO activities concerning *efficiency* (cost efficiency and evidences of leveraging, time efficiency and efficient use/leveraging of human resources), but due to lack of adequate information, we could not assess the ILO activities concerning *efficiency* (cost efficiency and evidences of leveraging, time efficiency and efficient use/leveraging of human resources) in Sudan.

Effectiveness of ILO interventions

The effectiveness of ILO interventions in Sudan appears from the technical assistance in the forms of training and workshops. For instance, the ILO partnership framework with the MoWSS

included joint cooperation and coordination with MoWSS for the implementation of the national project for the development of rural women and for implementation of programs related to organization's work and private activities aimed at capacity building and training to design income-generating projects for small farmers and producers, and the management and upgrading of skills in the field of marketing. ILO implemented two training workshop sessions that benefited 50 participants from South Kordofan state representatives of different localities.

The first training of trainers (ToT) aimed to build entrepreneurial skills for agricultural projects (15–20 December 2012). The second ToT focused on entrepreneurs advanced skills (9–14 December 2012). In addition to the effectiveness also appears from ILO contribution to the project of "Creating Opportunities for Youth Employment in Sudan Joint programme (November 2009–31 August 2012), lead by UNIDO, and with partnership with UN agencies: IOM, ILO, UNDP, UNICEF, FAO, UNESCO, UNFPA, UNAIDS, UNV and UNOPS. In the framework of implementation of a National Youth Strategy this initiative was implemented to face the biggest challenges of youth unemployment in Sudan. The projects aim to create jobs for young people in Sudan and to train young people and implement a strategy to train five million young men and women; the project is resulted in a joint program to create jobs for young people in Sudan, it covers three targeted States: South Kordofan, Blue Nile and North Kordofan. The targeted number of training is 5,000 young men and women.

ILO activities in Sudan include the ILO financial contribution in the project or the organization's budget of \$ 1,400,336 in the joint program. In addition to other activities through the program include conducting workshop in youth employment at the level of the centre and the States and the Union of Employers and Workers Union, supporting the development of a plan to run the youth targeted States, supporting personnel training in the field of youth employment at the level of the centre and the States, put strategy for youth employment in the targeted States, train the trainers in the program of entrepreneurship and how to start a project and the work of 15 training sessions to train young people in the targeted States, training and upgrading the skills of workers in the field of cooperatives and relevant actors, designing the operational plan for young people at the level of targeted States, survey of the labour offices in the targeted States. The positive impacts is that the project represents the most successful implementation partnership project with national stakeholders, normalization of the situation of youth in the targeted States and brought into the civilian life and ward off some of the effects of war and displacement in the joint program, and by training a larger number of targeted States in the program, the rehabilitation and development centre for employees and training states internal and external, choice for joint program had been successful, fruitful partnership with the ILO in the joint enforcement program created common ground and confidence in continuing to work with the organization. Provide model for partnership with the UN organizations (10 organizations) model of partnerships that should be built upon, supporting buildings and infrastructure of the Ministry of States in addition to a genuine joint programs (set up a youth training centre in Kadugli in South Kordofan).

In addition, ILO is still contributing to the joint programme of Empowering Women for Peace & Recovery in East Sudan with UNWOMEN (August 2012–March 2014). The direct impact appears from the fact that two ToTs were conducted in December 2012 for local groups from the two targeted states, 48 participants has been trained in the two kits, 10 training activities were conducted in the two states covering 6 localities, and around 300 women have been trained in Kasala, New Halfa, Khsham Algirba, Gadarif, Alguraisha and Doka representing a combination of different tribes. Furthermore, two training activities in food processing where conducted in Kassala and Gadarif in the community colleges for a group of 47 women and two women

associations has been developed and established by registration for two groups in Doka locality. Furthermore, a number of 13 small business ideas groups received in-kind grants by ILO, and started their businesses/ agribusinesses immediately. In addition, two NGOs and the state ministries have been capacitated on the processes of business idea selection and providing assistance and guidance to the wining business ideas in both target states.

Finally, the effectiveness of ILO also appears from the ILO involvement in the development and adoption of 7 thematic papers on employment related topics and key dimensions of employment in Sudan contributing to the employment policy process have been developed. As a result of these technical papers, a series of Technical Round table discussions have been conducted to discuss and approve the thematic papers, a capacity development workshop on the methodology for the formulation of a National Employment Policy was held with participants from multiple line ministries, social partners, and civil society, and finally, a presidential committee to road map toward the formulation of Sudan's National Employment Policy has been convened chaired by the Presidential Advisor and Minister of Labour.

Results/Impact

Concerning results and impact, we distinguish between the immediate significant results attained through ILO support and longer-term impact of ILO supported activities, for instance advancement on ratifications & national policies and frameworks; strengthening national institutions, capacity building and technical assistance.

On the one hand, the immediate significant results attained through ILO support, appears from ILO contribution to the framework of implementation of a National Youth Strategy and the initiative and project of "Creating Opportunities for Youth Employment in Sudan Joint programme (November 2009–31 August 2012), led by UNIDO, and with partnership with UN agencies: IOM, ILO, UNDP, UNICEF, FAO, UNESCO, UNFPA, UNAIDS, UNV, UNOPS. The projects contribute to jobs creation for young people in Sudan and implementing a training strategy to train five million young people(men and women); the project is resulted in a joint program to create jobs for young people in Sudan, it covers three targeted States: South Kordofan/ Blue Nile/ North Kordofan. The targeted number of training is 5000 young men and women. ILO activities in Sudan include the ILO financial contribution in the project or the organization's budget of \$ 1,400,336 in the joint program. In addition to other activities through the program include conducting workshop actors in youth employment at the level of the centre and the States and the Union of Employers and Workers Union, supporting the development of a plan to run the youth targeted States, supporting personnel training in the field of youth employment at the level of the centre and the States, put strategy for youth employment in the targeted States, train the trainers in the program of entrepreneurship and how to start a project and the work of 15 training sessions to train young people in the targeted States, training and upgrading the skills of workers in the field of cooperatives and relevant actors, designing the operational plan for young people at the level of targeted States, survey of the labour offices in the targeted States. The positive impacts is that the project represents the most successful implementation partnership project with national stakeholders, normalization of the situation of youth in the targeted States and brought into the civilian life and ward off some of the effects of war and displacement in the joint program, and by training a larger number of targeted States in the program, the rehabilitation and development centre for employees and training States internal and external, choice for joint program had been successful, fruitful partnership with the ILO in the joint enforcement program created common ground and confidence in continuing to work

with the organization. Provide model for partnership with the UN organizations (10 organizations) model of partnerships that should be built upon, supporting buildings and infrastructure of the Ministry of States in addition to a genuine joint programs (set up a youth training centre in Kadugli in South Kordofan).

On the other hand, the long-term impact of ILO interventions in Sudan appears from the impact of technical assistance in the forms of training and workshop. For instance, the ILO partnership framework with the MoWSS included joint cooperation and coordination with MoWSS for the implementation of the national project for the development of rural women and for implementation of programs related to organization's work and private activities aimed at capacity building and training to design income-generating projects for small farmers and producers, and the management and upgrading of skills in the field of marketing. ILO implemented two training workshop sessions that benefited 50 participants from South Kordofan state representatives of different localities (Lagawa, Dilling, Kadugli, Hrzaaa). In addition, the impact of ILO appears also from the joint programme of Empowering Women for Peace & Recovery in East Sudan with UNWOMEN (August 2012–March 2014). The direct impact appears from the fact that two ToTs were conducted in December 2012 for local groups from the two targeted states, 48 participants has been trained in the two kits, 10 training activities were conducted in the two states covering 6 localities, and around 300 women have been trained in Kasala, New Halfa, Khshm Algirba, Gadarif, Alguraisha and Doka representing a combination of different tribes. Furthermore, two training activities in food processing were conducted in Kassala and Gadarif in the community colleges for a group of 47 women and two women associations has been developed and established by registration for two groups in Doka locality. Furthermore, a number of 13 small business ideas groups received in-kind grants by ILO, and started their businesses/ agribusinesses immediately. In addition, the long term impact of ILO also appears from the ILO involvement in the development and adoption of 7 thematic papers on employment related topics and key dimensions of employment in Sudan contributing to the employment policy process have been developed. As a result of these technical papers, a series of Technical Round table discussions have been conducted to discuss and approve the thematic papers, a capacity development workshop on the methodology for the formulation of Sudan's National Employment Policy was held with participants from multiple line ministries, social partners, and civil society, and finally, a Presidential Committee to road map the formulation of Sudan's National Employment Policy has been convened chaired by the Presidential Advisor and Minister of Labour.

Sustainability

In our view to improve sustainability of impact and effectiveness of ILO activities in Sudan, ILO should improve its investment in Sudan. ILO should provide more facilities to support full capacity work of ILO office in Sudan and hence coordination of ILO activities. ILO should increase financial and human resources to support the ILO activities in Sudan. ILO should provide more technical assistance to improve training and awareness about ILO Decent Work Agenda. ILO should support ILO Decent Work Agenda and provide more support to improve the institutional framework, implementation of ILO Decent Work Agenda and strategies and enhance promoting the social dialogue.

V. Conclusion and recommendations

Recommendations relating to strategic/innovative approaches, partnerships, resource mobilisation/leveraging

In our view the major recommendations to improve sustainability of impact and effectiveness of ILO activities in Sudan, ILO should improve its investment in Sudan. ILO should provide more facilities to support full capacity work of ILO office in Sudan and hence coordination of ILO activities. ILO should increase financial and human resources to support ILO activities in Sudan. ILO should provide more technical assistance to improve training and awareness about ILO Decent Work Agenda. ILO should support ILO Decent Work Agenda and provide more support to improve the institutional framework, implementation of ILO Decent Work Agenda and strategies and enhance promoting the social dialogue.

Develop a greater capacity and readiness to operate in crisis and, especially, to contribute the ILO's normative framework and longer-term development approach to existing humanitarian and relief approaches of donors and implementation agencies.

Annexes

Annex I: TC Portfolio in Sudan

Joint Programme on Creating Opportunities for Youth Employment in Sudan

Expected Results (Outcomes & outputs) Outcome 1	Indicators	Achievement of Target to date
2.1. State level action plans for the employment of young returnees developed in 3 states in line with outcomes of youth employment stake holder forum (ILO)	Development of youth employment action plan at state level	<p>-7 officials from there states, Federal Ministry of Youth, Federal Ministry of Labour were trained in Cairo on the guidance to develop the state action plans</p> <p>-45 participants from the three states were trained on the guidance to develop state action plans in Khartoum, representing Ministry of youth, Labour offices, workers, employers, academia and civil society, three steering committees for action plans development were formed.</p> <p>-Three action plans for youth employment at the state level has been developed and approved by the state governor.</p>
2.4 Enhanced Capabilities of at least 3 Meso-level delivery institutions to implement youth development policies and services (ILO)	Number of institutions identified and trained;	12 institutions and 50 institutions' staff have been trained. Training programmes at the state level have been completed in practice.
3.6. Local capacity of running trainings for micro and small enterprises and developing cooperatives/ associations enhanced at state level. (ILO)	Number of trainers formed at state level, Number of youth trained for self-employment;	<p>- 3 participants from Sudan were sponsored to take part in the regional conference on making youth entrepreneurial (Beirut?)</p> <p>-TOT completed for four states (Khartoum, South Kordofan, North Kordofan and Blue Nile)for 32 potential trainers</p> <p>-750 trainees (TOE) have been trained.</p> <p>-Cooperatives assessment was carried out, discussed and approved in a workshop</p>

Annex II: Conflict Prevention and Peace-building Programme in Sudan

Outcome 2: Increased conflict sensitive recovery, reconciliatory practices and reintegration at community level (with a focus on women and children) through basic service delivery and development of economic opportunities			
Expected Results (outputs)	Indicators	Achievements	Remarks
2.2: Output Increased livelihood opportunities for communities affected by conflict	Increased livelihood opportunities in target communities through establishment of Local Economic Recovery fora	<ul style="list-style-type: none"> -Territorial diagnosis and institutional mapping (TDIM) in two targeted villages in South Kordofan State -Formation of livelihood /groups that would evolve into local economic forums enhanced. -3 ToTs were held in Khartoum on ILO SME tools for a target of 75 participants forming different affiliation in the state and targeted villages. - Capacities and skills of 450 individuals (women / men and youth) in business/ entrepreneurship 6 training sessions on the field in the two targeted villages Harazaya and Lagawa. - A ToT on peace building and conflict prevention to a target of 25 participants from Harazaya. - 100 participants attended the peace forum in Harazaya. 	Data was collected by the NGO contracted to create the fora and organize the required skills training

Annex III: Empowering Women for Peace & Recovery in East Sudan

SUD/12/02M/UND Empowering Women

- A rapid assessment for livelihoods and market opportunities including value chain analysis of main sectors of women economic activities in the targeted locations, Kassala and Gadarif states had been conducted. The assessment was carried out by a national consultant in January 2013. Results was shared with stakeholders and UN-Women and used as a base for field training activities, the livelihood and value chain assessments both have provided necessary information to outline an efficient strategy in Eastern Sudan and contribute to Women Economic Empowerment.
- Two ToTs were conducted in December 2012 for local groups from the two targeted states, has been selected by the local authorities and universities, from government, microfinance institutions, NGOs and, traditional trainers and community colleges instructors (48 participants has been trained in the two kits) and the local trainers were used to train end beneficiaries in the targeted locations with coaching provided for advise to the local trainers.
- Training activities were planned closely with the local authorities and university according to the assessment and the needs in the areas, 10 training activities were conducted in the two states covering 6 localities
- 300 women have been trained in Kasala, New Halfa, Khshm Algirba, Gadarif, Alguraisha and Doka representing a combination of different tribes.
- Two training activities in food processing where conducted in Kassala and Gadarif in the community colleges for a group of 47 women.
- Two women associations has been developed and established by registration for two groups in Doka locality.
- A number of 13 small business ideas groups received in-kind grants by ILO, and started their businesses/ agribusinesses immediately.
- Two NGOs and the state ministries has been capacitated on the processes of business idea selection and providing assistance and guidance to the wining business ideas in both target states

Indicator	Achievement	Status
Livelihoods of conflict affected vulnerable households/women stabilized through income generation and vocational training	Livelihoods assessment reports made available and shared with stakeholders for participatory planning	Completed
No. of women, men and households provided with information and grants;	Building national/local capacity of male and female trainers through 2 ToTs on Get Ahead in the two locations (Gadaref & Kassala States) including the preparation of simplified business plans	48 trainers trained 300 women end beneficiaries trained. 90 women received in kind grants
No. of affected women (returnees, rural and nomad) benefitting from vocational (skills development) training;	-Training of women entrepreneurs on starting income generating activities (IGAs)	47 women trained in food processing
	Establish linkages with NGOs/ Institutions providing assistance and follow up for trained entrepreneurs who received in-kind grants	Completed with UNWOMEN

Support to National Employment Framework

Project Output 1: : National employment strategy is developed and mainstreamed into the national development framework.		
Output indicators	Targets	Progress against targets
<ul style="list-style-type: none"> . Number of developed and adopted thematic papers on employment related topics . Level of participation from the concerned ministries in the development of employment strategy . Level of satisfaction from government ministries on the alignment of strategy with the national priorities (client satisfaction survey) . Level of endorsement of the national employment strategy 	<p>Development and adoption of 7 thematic papers on employment related topics.</p> <p>80% of the concerned ministries participated in the development of national employment strategy</p> <p>65% level of satisfaction by the concerned ministries on the alignment of the strategy with National priorities</p> <p>National ownership of employment strategy</p>	<p>7 thematic policy papers¹⁹¹ on the key dimensions of employment in Sudan contributing to the employment policy process have been developed</p> <p>A series of Technical Round table discussions have been conducted to discuss and approve the thematic papers</p> <p>A capacity development workshop on the methodology for the formulation of Sudan's National Employment Policy was held with participants from multiple line ministries, social partners, and civil society.</p> <p>A Presidential Committee to road map the formulation of Sudan's National Employment Policy has been convened chaired by the Presidential Advisor and Minister of Labour.</p>
Project Output 2: Foundational assessments and Employment supporting Projects to improve employability and skills of men, women & people with disabilities are developed		
Output indicators	Targets	Progress against targets
<ul style="list-style-type: none"> . Number of Needs Assessments for vocational training centres in Khartoum & Darfur . Number of Informal Apprenticeship Researches . Number of entrepreneurship, vocational trainings and voucher training system project proposals 	<p>Development of needs assessment for vocational training centres in Khartoum and Darfur.</p> <p>Development of Informal Apprenticeship Research for Khartoum, East & 3 States of Darfur</p> <p>Development of 2 Project Proposals of operationalizing Vocational Training Centres in Khartoum State (Women and Disabled)</p> <p>Development of one Microenterprise Voucher Training System for Khartoum State</p> <p>Development of one Entrepreneurship Curriculum Project for Sudan high schools and universities</p>	<p>Sudan Technical Educational Vocational Training reformed Policy has been officially endorsed and launched.</p> <p>Comprehensive Capacity and needs assessment for vocational training centres in 12 State of Sudan has been conducted</p> <p>4 project proposals on vocational and entrepreneurial skills development and voucher for men, women & people with disabilities have been produced.</p> <p>Awareness advocacy on Community based rehabilitation and workshop on introduction of the entrepreneurship tools have been conducted.</p>

Annex VIII. Country case study: Tunisia

I. Contexte socio-économique tunisien post révolution

Contexte politique et social

Fait majeur des XIXe et XXe siècles, la Tunisie est marquée par la colonisation, ainsi, de 1881 à 1956, la Tunisie était sous protectorat français, avant d'accéder à l'indépendance. L'histoire politique du pays depuis son indépendance, en 1956, a été marquée par les régimes d'Habib Bourguiba (1956–1987) et de Zine El Abidine Ben Ali (1987–2011).

Le système autoritaire de Ben Ali a pris fin, sous la pression de mobilisations sociales pacifiques le 14 janvier 2011. La Tunisie, est entrée dans une phase de transition démocratique particulièrement épineuse au cours de laquelle il fallait déterminer les enjeux en forgeant un nouveau pacte social.

Dès le 17 janvier 2011, un premier gouvernement d'union nationale est formé par Mohammad Ghannouchi. Seulement en mars 2011, Béji Caïd Essebsi devient premier ministre et fusionne le Conseil National pour la Protection de la Révolution et la Commission Nationale pour la réforme politique qui devient « la Haute instance pour la réalisation des buts de la révolution ». Le 12 avril 2011, la haute instance adopte une nouvelle loi électorale. Et le 23 octobre 2011, les premières élections sont organisées pour élire les 217 membres de la nouvelle assemblée constituante. Un gouvernement de Troïka fut formé par Hamadi Jebali au poste de Premier ministre, de Moncef Marzouki qui devient Président et de Mustafa Ben Jaafar président de l'Assemblée. Fragilisé par l'assassinat de Chokri Belaid, le militant de gauche, le gouvernement de Jebali est dissous et remplacé par un gouvernement dirigé par Ali Laa'rayed et comprenant de nombreux technocrates. Le gouvernement Mehdi Jomaa est le gouvernement de la Tunisie depuis le 29 janvier 2014, succédant à celui d'Ali Larayedh à la suite du dialogue national.

Administrativement le pays est subdivisé en 24 gouvernorats. Le gouvernorat constitue l'unité administrative la plus grande. Chaque gouvernorat est subdivisé en délégations lesquelles sont divisées en secteurs, dénommé aussi « Imada » qui représente l'entité administrative la plus petite, en moyenne on dénombre 8 secteurs par délégation.

Le pays est composé de 264 délégations, lesquelles sont subdivisées en 2,083 secteurs.

<i>Population</i>	10,7 millions d'habitants (estimation 2012)
<i>Densité</i>	65 hab./km ² ; les deux tiers habitent en zone urbaine.
Le niveau des réserves en devises	8,1 pourcent du PIB en 2012 devrait se maintenir à ce niveau élevé en 2013.

Indicateurs Démographiques	Taux brut de natalité pour 1000 habitants : Le taux est de 2010, 18.6 en, il atteint 18.8 vers 2011 pour faire 19.3, 2012.
<i>Capitale</i>	Taux brut de mortalité pour 1000 habitants : 2010, 5.7, en 2011 il est à 5,9 et en 2012 à 6,3 Tunis (730 000 habitants, 2 000 000 avec l'agglomération).
<i>Religions</i>	L'islam, religion officielle. On compte 98 % de musulmans, 1 % de juifs et 1 % de chrétiens.
Indice de développement humain	(espérance de vie, éducation, niveau de vie) : 0,712. Rang mondial : 94 sur 187 pays.
Salaire minimum	320 DT (160 €) ; salaire moyen entre 600 et 900 DT (300-450 €).
Croissance économique	1,9 pourcent en 2011, la croissance est redevenue positive pour atteindre 3,6 pourcent en 2012. Le taux de croissance pour 2013 est donc maintenant estimé à 2,6 pourcent (estimations Banque mondiale, relative aux projections macroéconomiques).
Déficit budgétaire	déficit budgétaire de 5,9 pourcent du PIB.
Taux d'inflation	a culminé à 6,5 pourcent en mars 2013 L'inflation a culminé à 6,5 pourcent en mars 2013 avant de redescendre à 6 pourcent en août et de se maintenir à 5,8 pourcent depuis, répondant ainsi à une politique monétaire plus stricte de la Banque Centrale (BCT) mise en place à la fin de l'année 2012.
Le déficit du compte courant	Le déficit du compte courant a atteint 8,1 pourcent du PIB en 2012 et devrait se maintenir à ce niveau élevé en 2013, alimenté par un important déficit des échanges commerciaux et des recettes touristiques qui stagnent autant que la visibilité sur le calendrier politique se clarifie.

Le Chômage

Le chômage structurel résulte d'une inadéquation à la fois quantitative (entre les formations supérieures et les besoins du secteur privé) et qualitative (les diplômés n'ayant pas les compétences requises pour intégrer le marché du travail).

La distribution du chômage reste également un indicateur important des disparités régionales et sociales. L'élévation du taux de scolarité des tranches d'âge de 6 à 16 ans, et le prolongement de la scolarité, au-delà de cet âge, de proportions de plus en plus importantes des jeunes, et des filles en particulier, contribuent à augmenter le nombre des diplômés du niveau supérieur.

Ce taux est ainsi réparti : 22.6% chez les hommes et 45.3 % chez les femmes.

Du point de vue de l'inclusion économique la participation des femmes au marché du travail n'est pas continue et décline à partir de 30 ans. Sur 3,2 millions d'actifs, moins d'un quart sont des femmes et leur taux de chômage est supérieur à celui des hommes. Les femmes sont plus nombreuses dans les secteurs marqués par la précarité et le sous-emploi et il existe des différences significatives dans la rémunération.

Analyse des causes explicites et implicites de la crise

1- Fuite des capitaux

Le monde des affaires tunisien est actuellement en souffrance. Une sorte de migration de capitaux et d'entreprises serait en mouvement, environ 1200 hommes d'affaires tunisiens, dont on ne connaît pas encore le profil, auraient, depuis la Révolution du 14 janvier 2011, quitté le pays et renoncé à leurs projets en Tunisie¹⁹³. Ces hommes d'affaires semblent avoir trouvé refuge dans d'autres pays (arabes, maghrébins et européens). Le tourisme, l'industrie et les services sont les secteurs les plus touchés. Plusieurs hommes d'affaires tunisiens craignent aujourd'hui de stocker de l'argent dans les banques de la place.

Tranche d'âge	2007	2009	2011	2013
15-19 ans	29,3	33,6	43,6	31.1
20-24ans	27,3	29,9	41,8	36.1
25-29 ans	21,8	25,7	34,5	32,4
15-29 ans	25,0	28,2	38,2	33.5

2- Structure des entreprises tunisienne :

Le manque de création d'emplois a été stimulé par une mobilité ascendante très limitée. Le rendement faible de création d'emploi soulève des inquiétudes certaines estimations suggèrent que le doublement de la productivité ne permettrait d'accélérer la création d'emplois que de 3,9%.

En 2010, 86% de toutes les entreprises étant les entreprises unipersonnelles et seulement 0,5% de l'ensemble des entreprises employaient 100 personnes ou plus, depuis la création nette d'emplois a été limitée et concentrée dans les entreprises unipersonnelles, avec près de la moitié de tous les 672.877 nouveaux emplois nets créés entre 1996 et 2010¹⁹⁴.

La dualité entre les entreprises on-shore et off-shore avait créé un système inégal, ce qui limite la croissance des entreprises nationales. Il en résulte une faible employabilité avec un tissu productif national peu pourvoyeur d'emplois qualifiés et au double désengagement de l'investissement public et privé ces dernières années.

¹⁹² Source : Enquête Nationale sur l'Emploi (Mai 2007, Mai 2008, Mai 2009, Mai 2010, Mai 2011, Mai 2012), INS

¹⁹³ <http://www.bladi.net/exode-massif-hommes-affaires-tunisiens-maroc.html>;

<http://www.animaweb.org/actu-detail.php?actu=3067>

<http://www.challenge.ma/le-maroc-nouvel-eldorado-des-investisseurs-tunisiens-8513/>

<http://www.maghreb-intelligence.com/economie/3349-1200-hommes-daffaires-tunisiens-fuient-vers-le-maroc.html>

¹⁹⁴ Source : INS

Ces entreprises sont disproportionnellement orientées vers l'extérieur, elles sont beaucoup plus susceptibles d'exporter et d'importer, d'être sous contrôle étranger et d'être dans le régime off-shore, qui est une source importante de revenus et d'emplois, ce qui représente 32% des emplois salariés en 2010 et représentent 37% de tous les emplois, soit plus que toutes les entreprises unipersonnelles combinées.

Actuellement, la tendance à l'emploi à petite échelle se poursuit sans relâche. Il est temps d'agir à fin d'éviter à la Tunisie une autre décennie de stagnation structurelle.

3- **La réforme universitaire et le système LMD**

Il faut entre autre prendre en considération que la réforme universitaire de 2005 dite LMD a démarré dans la précipitation avec une absence de visibilité en amont et en aval de son processus caractérisé d'opacité, ses objectifs n'ayant pas fait l'objet d'une concertation, se traduisant par un « déficit en participation » des acteurs réels des systèmes universitaires et surtout du corps enseignant.

La carte universitaire se caractérise par une décentralisation. La création des établissements universitaires et avec un foisonnement de 200 établissements évoluant les dix dernières années à un rythme rapide et qui relève de déterminants autres que pédagogiques.

Il en a résulté des établissements sous équipés fonctionnant avec un petit nombre d'enseignants permanents, et avec des moyens financiers limités et une allocation inefficace des ressources humaines et matérielles. Il est à signaler qu'au niveau des conditions d'accès à l'université que 30% des bacheliers de 2010 n'avaient pas la moyenne dont 50% dans la branche littéraire. Environ 60% des enseignants n'ont pas de thèses et sont constitués de jeunes assistants vacataires et contractuels, ce taux dépasse les 90% dans les régions de l'intérieur¹⁹⁵.

Par conséquent, une dévalorisation des diplômes avec un nombre excessivement élevé par rapport à la taille de la population et de l'université (une moyenne de 60.000 diplômes par an) dont le tiers au moins est délivré par des institutions dans des conditions ne satisfaisant pas les standards requis pour l'exercice du métier tant en termes de cadre enseignant qualifié que de conditions d'études souffrant souvent de l'absence de locaux appropriés, de bibliothèques, d'ordinateurs, et autres équipements.

4- **La faible employabilité :**

Aujourd'hui, le système Licence Master doctorat LMD et sa mise en place a fait l'objet d'évaluations celle du syndicat (décembre 2009) qui a décelé une marginalisation de la formation fondamentale et un excès de professionnalisation sans impact sur l'employabilité, dégradation des conditions d'étude, contraintes calendaires contraires aux impératifs pédagogiques, absence de réflexion sur l'innovation pédagogique d'où des formations plus « transposées que transformées ».

¹⁹⁵ Rapport syndical sur l'enseignement supérieur basé sur une enquête de décembre 2009.

Nonobstant ce triste constat, il faut signaler au préalable que, le positionnement international de la Tunisie en R-S n'est pas satisfaisant tant en terme d'investissement qui demeure très en deçà de la moyenne mondiale. La faiblesse de l'engagement public pour la recherche scientifique (R-S) ainsi que le désengagement des entreprises privées en raison d'une spécialisation internationale à faible complexité technologique (sous-traitance, montage) et par l'absence de politiques publiques (industrielle et agricole) permettant le passage à un palier plus avancé dans les filières de production à forte intensité en progrès technique et innovations.

5- La réforme de la formation professionnelle :

Les réformes successives du dispositif national de la formation professionnelle entreprises depuis le début des années 90 n'ont pas incorporé les besoins des individus, de la société et de la région. Le manque d'adéquation entre les qualifications des diplômés de la formation professionnelle et les besoins réels des entreprises en compétences dans plusieurs secteurs ainsi que les contradictions entre l'offre et la demande du marché de l'emploi : Taux de chômage relativement élevé notamment des diplômés de l'enseignement supérieur par contre certains secteurs économiques enregistrent une réelle pénurie en mains d'œuvre qualifiées caractérise le système. Il existe une absence de la fonction veille au sein du système de développement des ressources humaines à l'instar d'autres pays développés ce qui a limité la réactivité du système. La carence d'un partenariat efficace avec le système productif lui permettant d'une part, de prévoir les besoins futurs des entreprises en compétences et d'autre part de renforcer les compétences des apprenants dans le cadre de la formation organisée en alternance avec l'entreprise.

La migration

En 2011, les Tunisiens résidents à l'étranger représentent 1 201 929 soit 11.3 % de la population totale. En terme de flux, la croissance moyenne du nombre de tunisiens résidents à l'étranger a été de l'ordre de 3,7% par an au cours de la dernière décennie, soit le triple de la croissance démographique de la population tunisienne résidente dans le pays (d'après INS : 1,29% au 2011). L'Europe est actuellement la principale destination, avec 80,6% des flux migratoires tunisiens, la France étant en tête avec 53,9%. Viennent ensuite les pays arabes, avec 11,8% des flux, la majorité étant avec la Lybie (56%). La nouvelle génération de migrants tunisiens a un niveau d'éducation plus élevé. La précédente était composée à 85% de personnes ayant un niveau scolaire de l'enseignement primaire. Aujourd'hui, ils sont 55% à posséder un niveau secondaire ou plus, dont 15% ont un diplôme universitaire. Bien que 50% soient encore des travailleurs non qualifiés, le nombre de cadres, professions libérales ou étudiants représente désormais 30%, au moins en Europe.

Tableau 1: Effectifs des entrants entre mai 2011 et mai 2012, selon les régions et le sexe en %

Région	Masculin	Féminin	Ensemble	Région	Masculin	Féminin	Ensemble
Grand Tunis	50684	28323	79007	Grand Tunis	64.2	35.8	49.4
Nord Est	8719	2851	11570	Nord Est	75.4	24.6	7.2
Nord-Ouest	2282	3280	5562	Nord-Ouest	41.0	59.0	3.5
Centre Est	26397	15397	41794	Centre Est	63.2	36.8	26.1
Centre Ouest	3706	2888	6594	Centre Ouest	56.2	43.8	4.1

Sud Est	8059	3335	11393	Sud Est	70.7	29.3	7.1
Sud-Ouest	1758	2282	4040	Sud-Ouest	43.5	56.5	2.5
Total	101606	58355	159961	Total	63.5	36.5	100.0

Dans ce marché national du travail difficile, il n'est pas surprenant que les stratégies individuelles incluent la migration comme une option possible pour la solution de difficultés personnelles et familiales. Les tentatives, légales et illégales, pour partir à l'étranger, et surtout la migration irrégulière, résultent de ce contexte où les chances de trouver un emploi décent, répondant aux aspirations des demandeurs et correspondant à leurs qualifications et à leurs diplômes, sont faibles aux yeux d'une majorité des jeunes concernés par la migration. Pour 90% des migrants irréguliers, la décision de quitter la Tunisie a été prise pour échapper à la pauvreté, ainsi qu'au chômage (72% d'entre eux). Les problèmes familiaux et sociaux sont la troisième raison et représente 54,28%. Lors du déplacement de leur pays, ils s'attendent à 97% d'être en mesure de recueillir suffisamment de capital pour améliorer leur situation financière ; 48% espèrent être en mesure d'acheter une voiture, 8% s'attendent à épouser un étranger. Le profil type d'un migrant irrégulier tunisien est un jeune homme célibataire, de moins de 30 ans (86%) avec un niveau d'éducation faible (pas au-dessus de l'école secondaire) pour plus de 50% d'entre eux et sans emploi pour 60% d'entre eux. Malheureusement, il n'y pas maintenant des données fiables pour estimer la part de la migration irrégulière dans la migration totale.

Dialogue social

La transition s'effectue dans un environnement social et politique complexe marqué par de nombreux conflits sociaux. Rien qu'au 1^{er} trimestre 2013, le pays a connu 23 grèves, dont seulement 11 légales (affectant 21 entreprises, dont 4 publiques) qui ont occasionné la perte de 4 000 journées de travail. Ces conflits sociaux ont parfois abouti à des actes de violence. Une attaque violente du siège de la centrale syndicale le 4 décembre 2012 à l'occasion de la commémoration de l'assassinat du leader syndicaliste Farhat Hached (1914–52). Les troubles sociaux suite à l'assassinat du leader de l'opposition Chokri Belaid en février 2013. Un des défis majeurs est de contribuer au débat autour de la rédaction de la Constitution, pour ce qui a trait à l'inscription d'une institution tripartite indépendante du dialogue social et à l'intégration explicite de la liberté syndicale et du droit de grève. Un autre challenge concerne le pluralisme syndical et l'action à entreprendre en vue de convaincre en particulier la centrale syndicale l'Union Générale Tunisienne du Travail (UGTT) de la nécessité d'arrêter les critères de représentativité de syndicats. Dès le départ du projet un comité de pilotage tripartite a été mis en place et un plan des activités à mettre en œuvre a été convenu. Le projet s'est bien intégré à l'environnement du dialogue social en Tunisie. Il a significativement contribué les partenaires sociaux et le Gouvernement ont souscrit en Janvier 2013. Le dialogue social contribue désormais à la vulgarisation et à la négociation du Contrat Social.

La Tunisie a ratifié les huit conventions de la déclaration de l'OIT relatives aux principes et droits fondamentaux au travail.¹⁹⁶

¹⁹⁶ « La Tunisie ratifie trois conventions internationales du travail, dont la convention (n° 144) sur les consultations tripartites relatives aux normes internationales du travail, 1976, » *Actualité* (11 février 2014), sur : http://www.ilo.org/global/standards/WCMS_235417/lang--fr/index.htm.

Tableau des conventions ratifiées

Convention	Ratification	Insertion au code du travail tunisien	Note
C029 - Convention (n° 29) sur le travail forcé, 1930	17 déc. 1962		En vigueur
C087 - Convention (n° 87) sur la liberté syndicale et la protection du droit syndical, 1948	18 juin 1957		En vigueur
C098 - Convention (n° 98) sur le droit d'organisation et de négociation collective, 1949	15 mai 1957		En vigueur
C100 - Convention (n° 100) sur l'égalité de rémunération, 1951	11 oct. 1968	(art. 5 de la convention collective cadre) relative à la discrimination entre hommes et femmes en matière d'emploi et de rémunération art. 11 de la convention collective cadre non-respect du principe d'égalité entre l'homme et la femme, consacré par l'article 5 bis du CT, est sanctionné par une amende de 24 à 60 dinars en application des dispositions de l'article 234 du CT. la loi n° 81-46 du 29 mai 1981 (JORT n° 38 du 2 au 5 juin 1981) modifiée et complétée par la loi n° 89-52 du 14 mars 1989 (JORT n° 20 et 21 mars 1989). (Art. 15 bis) du CT obligation pour toute entreprise soumise au code du travail et employant au moins 100 salariés de réserver 1% des postes d'emploi à des personnes handicapées. Art. 6-4, 3 du CT égalité de chances au niveau de l'accès à l'emploi	En vigueur
C105 - Convention (n° 105) sur l'abolition du travail forcé, 1957	12 janv. 1959		En vigueur
C111 - Convention (n° 111) concernant la discrimination (emploi et profession), 1958	14 sept. 1959 (JORT n° 27 du 2 juillet 1968). La loi n° 59-94 du 20 août 1959 portant ratification de la convention n° 111 (JORT n° 43 des 18-21 août 1959).	Art. 5 bis du CT. Cet article a été ajouté au code par la loi n° 93-66 du 5 juillet 1993 (JORT n° 50 du 6 juillet 1993).Relatif à la non-discrimination en matière de rémunération entre les travailleurs qu'ils soient permanents ou occasionnels	En vigueur
C138 - Convention (n° 138) sur l'âge minimum, 1973Age minimum spécifié: 16 ans	19 oct. 1995	Article 53 du CT relatif à l'interdiction de l'emploi des enfants de moins de 16 ans, ce qui correspond à l'âge de scolarité obligatoire. L'article 58 du CT prévoit aussi que l'âge minimum d'admission au travail ne peut être inférieur à 18. L'article 20 de ce code mentionne	En vigueur

C182 - Convention (n° 182) sur les pires formes de travail des enfants, 1999	28 févr. 2000 : la loi n° 2000 1 du 24 janvier 2000 portant ratification de la convention n° 182 (JORT n° 8 du 28 janvier	l'exploitation économique parmi ces situations. Le Code national de Protection de l'enfant adopté en 1995, classe également « L'exposition de l'enfant à la mendicité et son exploitation économique ratifiées par la Tunisie la loi n° 68-21 du 2 juillet 1968 portant ratification de la convention n° 100 (Art. 7), JORT n° 55 du 6 août 1991.concernant l'âge minimum d'admission à l'emploi (V. les art. 53-2 à 57 CT). Loi n° 65-25 du 1 juillet 1965, JORT n° 35 du 2 juillet 1965. Relative aux travaux domestiques autorise d'engager des enfants à partir de l'âge de 14 ans.	En vigueur
C006 - Convention (n° 6) sur le travail de nuit des enfants (industrie), 1919	12 janv. 1959	Dénoncée le 24 mai 1974	Pas en vigueur
C058 - Convention (n° 58) (révisée) sur l'âge minimum (travail maritime), 1936	14 avr. 1970	Dénonciation automatique le 19 oct. 1996 par convention C138	Pas en vigueur
C059 - Convention (n° 59) (révisée) de l'âge minimum (industrie), 1937	14 avr. 1970	Dénonciation automatique le 19 oct. 1996 par convention C138	Pas en vigueur
C087 - Convention (n° 87) sur la liberté syndicale et la protection du droit syndical, 1948	18 juin 1957	les dispositions du code du travail relatives aux syndicats professionnels (art. 242 à 257). La liberté syndicale en droit tunisien. L'art. 157 à 169 du CT sur les commissions consultatives d'entreprises et les délégués du personnel. Les dispositions prévues par les articles 5 et 6 de la convention collective-cadre.	En vigueur
C089 - Convention (n° 89) sur le travail de nuit (femmes) (révisée), 1948A ratifié le Protocole de 1990	15 mai 1957	les dispositions du code du travail relatives aux syndicats professionnels (art. 242 à 257). La liberté syndicale en droit tunisien. Les arts. 157 à 169 du CT sur les commissions consultatives d'entreprises et les délégués du personnel. Les dispositions prévues par les articles 5 et 6 de la convention collective-cadre.	En vigueur
C090 - Convention (n° 90) sur le travail de nuit des enfants (industrie) (révisée), 1948	26 avr. 1961		En vigueur
C112 - Convention (n° 112) sur l'âge minimum (pêcheurs), 1959	14 janv. 1963	Dénonciation automatique le 19 oct. 1996 par convention C138	Pas en vigueur
C123 - Convention (n° 123) sur l'âge minimum (travaux souterrains), 1965	24 juil. 1967	Dénonciation automatique le 19 oct. 1996 par convention C138	Pas en vigueur

C124 - Convention (n° 124) sur l'examen médical des adolescents (travaux souterrains), 1965	03 mai 1967 : Ces deux textes ont été jugés contraires aux dispositions des conventions n° 29 et 105 par la commission de contrôle de l'application des conventions et recommandations de l'OIT. la promulgation de la loi n° 95-9 du 23 janvier 1995 a abrogé les dispositions du décret-loi du 15 août 1962 et de la loi du 8 mars 1978 et supprimé ainsi les mesures de travail rééducatif et de service civil.	la loi n° 89-51 du 14 mars 1989, aujourd'hui abrogée et remplacée par la loi n° 2004-1 du 14 janvier 2004. La loi du 14 mars 1989, dans son article 3, prévoyait que les appelés au service national « peuvent, à l'issue d'une formation militaire de base (...), être dirigés soit au titre d'une affectation collective dans les forces de sécurité intérieure et dans les unités de développement, soit au titre d'une affectation individuelle dans l'administration ou les entreprises ou dans le cadre de la coopération technique... De telles affectations ne sont pas admises, à la lumière de la convention n° 29	En vigueur
C135 - Convention (n° 135) concernant les représentants des travailleurs, 1971	25 mai 2007		En vigueur
C151 - Convention (n° 151) sur les relations de travail dans la fonction publique, 1978	11 févr. 2014	La convention entrera en vigueur pour Tunisie le 11 févr. 2015.	Pas en vigueur
C154 - Convention (n° 154) sur la négociation collective, 1981	11 févr. 2014	La convention entrera en vigueur pour Tunisie le 11 févr. 2015.	Pas en vigueur

II. Domaine d'intervention de l'OIT en Tunisie

Dès son indépendance, la Tunisie a adhéré à l'OIT. Elle a été élue à plusieurs reprises au Conseil d'Administration, la dernière en date pour la période 2008-2011 en parallèle avec la coordination du Groupe Africain au Conseil. La coopération avec le BIT a été fructueuse notamment pour la mise en place du système de sécurité sociale en Tunisie et l'élaboration des politiques actives de l'emploi.

La coopération avec l'OIT est intégrée dans le Plan cadre des Nations Unies pour l'Assistance au Développement de la Tunisie (UNDAF) pour la période 2007-2011 parmi les priorités sont l'emploi, les jeunes et les adolescents, les disparités, l'égalité et la qualité de vie et la mondialisation.¹⁹⁷

Le présent Plan Cadre de coopération des Nations Unies (UNDAF) est le résultat d'un processus continu et largement consultatif, qui a permis d'analyser la façon dont le Système des Nations unies peut contribuer plus efficacement à la mise en œuvre des priorités nationales et des besoins de développement de la Tunisie. Ce Plan est issu de l'analyse de la situation (CCA), elle-même inspirée des objectifs inscrits dans le Plan Quinquennal de développement et dans le Programme présidentiel. Il se réfère également aux Objectifs du Millénaire qui ont été approuvés et adoptés par le gouvernement. Il place dans un cadre opérationnel commun les activités de développement sur lesquelles les organismes des Nations Unies formuleront leurs plans d'action pour la Tunisie pour la période 2012-2016.

Le Bureau du BIT à Alger, avec l'appui de l'équipe du Travail Décent du Caire ainsi que des spécialistes du Bureau Régional et les départements techniques du siège, organise la mise en œuvre du programme et sera responsable de l'atteinte des résultats escomptés. La mise en œuvre des Programmes Pays pour la Promotion du Travail Décent est placée sous la responsabilité d'un comité de pilotage regroupant les autorités gouvernementales, les partenaires sociaux et le Bureau du BIT pour les pays du Maghreb, et présidé par le MASSTE. Tous les projets de coopération technique actifs ou futurs du BIT en Tunisie s'inscrivent dans le PPTD pour ainsi améliorer la synergie entre les actions du BIT au pays. Le Directeur du Bureau d'Alger soumettra pour discussion et approbation du Comité de Pilotage un rapport annuel succinct sur sa mise en œuvre et qui concerne les projets suivant :

Les Programmes Pays pour la Promotion du Travail Décent sont définis comme étant la contribution spécifique de l'OIT aux cadres nationaux de développement du pays. À cet égard, Les (PPTD) constituent le principal cadre à travers lequel l'OIT fournit son appui technique et institutionnelle aux mandants afin d'élaborer des politiques de renforcement des capacités pour promouvoir le travail décent et productif dans des conditions de liberté, d'équité, de sécurité et de dignité humaine. Le PPTD Tunisie s'inscrit dans la mise en œuvre de la Déclaration de l'OIT sur la justice sociale pour une mondialisation équitable, adoptée en juin 2008 et s'appuie sur les options politiques et domaines d'actions recommandés par le Pacte mondial pour l'Emploi, adopté en juin 2009 par la CIT. La formulation des domaines prioritaires de coopération entre le

¹⁹⁷ L'UNDAF pour 2012-15, brouillon du décembre 2010 met l'accent sur l'importance et l'urgence d'emploi des jeunes, mais pas de la protection sociale, ni le dialogue social, ni l'OIT. Mais ne figure pas encore sur la liste des organisations de l'ONU sur le site du PNUD-Tunisie.

BIT pour la période 2010-2014, a été caractérisée par une implication des mandants tripartites et d'autres parties prenantes.

Cependant, le Procès-verbal pour la signature du feuille de route CCA-UNDAF 2015–19 a noté « Et dépit la croissance enregistré pendant les 20 dernières années (moyenne 5%), la Tunisie demeure confrontée le problème de chômage, qui devient structurel (14,7% en 2009, 13,3% en 2011) suivant la méthodologie du Bureau International du Travail, nouvellement adopté par la Tunisie.»¹⁹⁸¹⁹⁹

Identification des différents domaines de coopération

Éventuels domaines de coopération technique

Projets de l'OIT en Tunisie	
TUN/09/50M/UND Spanish Fund	MDG MDG-Fund pour le programme des jeunes
RAF/11/51M/SPA AECID	Composante régionale -Promouvoir l'emploi productif et le travail décent des jeunes en Maroc et Tunisie
RAF/11/52M/SPA AECID	Promouvoir l'emploi productif et le travail décent des jeunes en Maroc et Tunisie
TUN/12/01M/NOR (NOR)	Promotion du dialogue social et renforcement du ministère du travail
TUN/12/03/NED LED (NL)	Offrir des Emplois Décents aux Jeunes de la Tunisie: Relever le Défi Ensemble
Projets de l'OIT aux différents pays du Nord d'Afrique	
RAF/11/51M/SPA AECID	Composante Régionale- Promouvoir l'emploi productif et le travail décent des jeunes en Maroc et Tunisie
RAF/11/52M/SPA AECID	Promouvoir l'emploi productif et le travail décent des jeunes en Maroc et Tunisie
RAF/12/01M/FIN	La voie à suivre après la Révolution pour l'autonomie des femmes pour le travail décent des femmes en Égypte et en Tunisie
RAF/12/07M/SDC	Migrations la promotion de la gouvernance en améliorant la protection des droits des travailleurs migrants du droit du travail en Tunisie, la Libye et l'Égypte.

Tout un plan de lutte contre le travail précaire doit reposer sur des modifications drastiques des politiques économiques et sociales ainsi le BIT développe un nouveau paradigme économique conforme au Pacte mondial pour l'emploi et aux quatre piliers de l'Agenda du travail décent,

¹⁹⁸ Le Procès-verbal pour la signature du feuille de route CCA-UNDAF, signé 20 décembre 2012, p. 3, citant « Tunisia : 2010 Article IV Consultation Staff Report, Public Information Report on the Executive Board Discussion ; and statement of the Executive Director for Tunisia (IMF, septembre 2010). »

¹⁹⁹ OIT et trouvé sur la liste des « autres organisations » de l'ONU en Tunisie, mais sans information sur les activités de l'Organisation en Tunisie.

fondé sur le plein emploi et une reprise induite par les salaires et adossée à la sécurité sociale qui à un socle de protection sociale.

L'expérience sur le terrain

Le BIT a mis en place de nombreux projets dans le domaine de l'emploi des jeunes au cours de ses 90 ans d'existence (avec un grand nombre mis en œuvre plus récemment). Les projets ont été soigneusement évalués et le projet en cours bénéficiera des enseignements tirés de ceux fait par le passé et des projets en cours (comme c'est le cas en Tunisie). L'approche adoptée est **participative** ainsi en tant organisation tripartite le BIT connaît l'importance d'une approche de la base vers le haut pour la mise en œuvre d'un projet réussi, tel que le Développement Économique Local (DEL). En se basant sur une Approche intégrative le BIT inclus dans sa démarche les différents ministères, conseils et autres unités politiques. Ces contacts, en Tunisie, seront utilisés pour réaliser l'approche intégrée adoptée dans le projet. Cela signifie que même si le partenaire principal du BIT au sein du gouvernement tunisien est le MFPE, le projet collaborera également avec toutes les unités politiques concernées.

Statut du BIT en Tunisie

Avant la révolution, le BIT en Tunisie avait des contacts directs avec des employeurs et des organisations de travailleurs, et avait établi un réseau de partenaires compétents. Fortement impliquée dans l'élaboration de la stratégie nationale pour l'emploi, les projets du BIT sont liés aux plans d'action régionaux. La méthodologie est déjà développée et testée avec pour résultat trois plans d'action régionaux (PARE) existants.

Après la révolution du 14 janvier 2011, une première mission politique du BIT en Tunisie au mois de février s'est déroulée pour préciser les préoccupations et besoins du Gouvernement et Partenaires Sociaux tunisiens en matière de coopération technique afin de promouvoir le travail décent dans un pays en transition.

Une mission technique du BIT, a été organisée regroupant le Directeur Régional Adjoint du BIT pour l'Afrique (Bureau régional de l'OIT pour l'Afrique qui est chargé de planifier et de coordonner les activités du réseau des 13 bureaux de l'OIT), le Directeur du Bureau du Caire, la Chargée de programmes (Bureau du Caire), Chargée de programmes (Bureau d'Alger). Pour déterminer les interventions et propositions du BIT en appui à la révolution en Tunisie. Les institutions concernées sont :

Ministère des Affaires Sociales

La longue expérience en matière de dialogue social et l'existence d'une administration du travail structurée avait permis de développer quatre axes de coopération correspondant aux domaines d'intervention du BIT, à savoir:

- Les statistiques du travail, de la classification professionnelle et des politiques des salaires qui devraient se négocier en fonction de la conjoncture économique et sociale
- La lutte contre la pauvreté à travers les systèmes du BIT afin de transformer une partie des chômeurs en travailleurs indépendants via une politique adéquate de promotion de l'entrepreneuriat. Le développement de l'entrepreneuriat collectif, puisque en matière d'emploi, il ya un déséquilibre flagrant entre l'offre et la demande ainsi qu'un dysfonctionnement en termes de qualité et de qualifications.
- L'encadrement économique et social dans le secteur informel afin d'éviter l'exploitation des travailleurs.
- La mise en place progressive d'un socle de protection sociale

L'existence de deux projets couvrant la Tunisie ; un projet sous-régional couvrant l'Algérie, le Maroc, la Mauritanie et la Tunisie, financé par le Gouvernement espagnol, visant l'emploi des jeunes ainsi qu'une amélioration des systèmes des statistiques du travail, et un projet de lutte contre la pauvreté avec un financement français (APERP II) ; il serait envisageable de redéfinir une composante de ce projet pour tenir compte des nouvelles priorités du gouvernement.

Ministre de l'Education

Le programme KAB (Know about Your Business) conduit en Tunisie qui a pris fin en avril 2011 prônait la culture de l'entrepreneuriat.

Proposer de travailler sur les vrais chiffres pour pouvoir agir sur le chômage surtout que le chômage des jeunes s'est aggravé suite à une dégradation progressive du système éducatif.

Un système de formation professionnelle inadapté. Renforcement au niveau linguistique, informatique et « soft skills » de la jeunesse tunisienne. La poursuite du projet sur l'entrepreneuriat initié par le BIT et financé par le Canada, qui a concerné 28 établissements scolaires secondaires, 25 formateurs et 876 élèves. Une formation complémentaire au profit des chômeurs diplômés du supérieur.

Ministre de la Formation Professionnelle et de l'Emploi,

Le Ministère devrait s'organiser autour de quatre axes qui se présentent comme suit :

-Un Accompagnement actif des demandeurs d'emploi et le développement de leur employabilité, cet accompagnement repose sur quatre volets :

- Un coaching: Bilan de compétences, Suivi selon le parcours d'employabilité
- Une Formation : Qualification si possible certifiante selon les besoins de chaque parcours
- Une Reconversion: vers des métiers à forte employabilité
- Des stages de courte durée (entre 3 et 6 mois) encadrés dans des entreprises ou institutions.
- La revue des dispositifs et le ciblage des projets à haute intensité de main d'œuvre (HIMO)

Le BIT pourrait fournir une assistance technique dans les domaines suivants:

- Appui aux interventions relatives à la création d'emploi par des projets d'investissements à haute intensité de main d'œuvre. Le BIT pourrait aider à formuler ces projets et à mesurer leur impact sur l'économie et l'emploi ;
- Dans le cadre du Programme Amal, le BIT pourrait renforcer les capacités des mandants en matière de l'évaluation et de suivi de la politique active du marché du travail. Le projet MDG-F sur l'emploi des jeunes au Maghreb inclut une composante ciblée sur le sujet ;
- Appui au renforcement des capacités des services de l'emploi ; dans ce domaine, la Directrice Générale de l'Emploi enverra une proposition écrite d'appui au BIT dans les plus brefs délais. Le projet MDG-F prévoit une composante ciblant les services de l'emploi et qui pourrait être redéfinie pour répondre aux attentes du Gouvernement ;
- Concernant l'entrepreneuriat et la micro entreprise, le projet MDG-F inclut plusieurs composantes (entreprises incubateurs, accès au crédit, emploi vert) qui peuvent contribuer à l'axe en faveur de l'entrepreneuriat des jeunes.

Ministre du Développement Régional

Ce ministère n'existait pas sous l'ancien système et il souhaite mettre en route trois chantiers :

- Le développement d'un système d'informations spatiales avec des données désagrégées par région ;
- La création d'un découpage économique (régions économiques découpées sur des critères économiques distinctes des 24 gouvernorats) et l'amélioration de la gouvernance locale ;
- Le développement d'une vision et d'une stratégie du développement régional.
- Une stratégie qui vise à rationaliser la division territoriale de la Tunisie en créant pas plus de quatre ou cinq régions économiques. Il souhaite également réduire le déséquilibre régional de l'ancien régime qui avait affecté 80% des dépenses publiques à dix (sur 24) gouvernorats de l'est du pays tout en négligeant les autres.

Le BIT a fait référence au programme du développement économique local du BIT en mentionnant ce qui se faisait dans les villes de Gafsa, Tunis et Kef dans le cadre du projet MDG-F et le lancement prochain du projet espagnol sur l'emploi des jeunes. La nouvelle politique de développement régional aurait d'importantes implications pour les interventions du BIT dans le domaine de l'emploi. Dans ce contexte il serait impératif de redéfinir la composante du projet MDG-F qui prévoit l'élaboration des plans nationaux d'action de la promotion de l'emploi des jeunes au niveau régional.

Ministère des Affaires Sociales, Ministère de la Formation Professionnelle et de l'Emploi, de l'UGTT et de l'UTICA

Renforcement de capacités en termes de techniques de travail et d'échanges d'expérience et ce afin d'espérer de vivre une inspection du travail libre et indépendante.
Le programme portant sur la migration, la mobilité et l'emploi.

Pour ce qui est de l'emploi et de la sécurité sociale, l'Union Européenne aidera le Ministère des Affaires Sociales à formaliser leurs demandes d'assistance technique. Pour ce qui est de la coopération possible avec le BIT en Tunisie, l'équipe de l'UE a manifesté un intérêt pour les programmes de haute intensité de main d'œuvre et les emplois verts.

Développer une stratégie pour la promotion de l'emploi des jeunes dans des états vulnérables avec l'Union Européenne avec l'appui de l'expertise technique du BIT dans ce domaine.

l'UTICA

Relancer l'économie et résorber le chômage. Le secteur privé est en crise avec des fermetures d'entreprises, une croissance économique en chute libre, des licenciements, des mises en chômage technique, un climat social dégradé au sein des entreprises et l'absence de perspectives à court terme.

Promouvoir la ratification par la Tunisie de la Convention C 181 (agences d'emploi privées). La délégation du BIT a proposé de promouvoir un Pacte National pour l'Emploi afin de renforcer le dialogue social et consolider la paix sociale.

l'Union Générales des Travailleurs Tunisiens (UGTT)

l'UGTT avait proposé de travailler des axes supplémentaires dans le programmes pays pour la promotion du travail décent (PPTD) de la Tunisie :

- La sous-traitance de main d'œuvre qui porte atteinte aux droits syndicaux
- la classification objective des emplois.
- Le code du travail de 1996 qui devrait être réformé.

III. Les Programmes Pays pour la Promotion du Travail Décent

Les PPTD sont définis comme étant la contribution spécifique de l'OIT aux cadres nationaux de développement du pays. À cet égard, Les PPTD constituent le principal cadre à travers lequel l'OIT fournit son appui technique et institutionnelle aux mandants afin d'élaborer des politiques de renforcement des capacités pour promouvoir le travail décent et productif dans des conditions de liberté, d'équité, de sécurité et de dignité humaine. Le PPTD Tunisie s'inscrit dans la mise en œuvre de la Déclaration de l'OIT sur la justice sociale pour une mondialisation équitable, adoptée en juin 2008 et s'appuie sur les options politiques et domaines d'actions recommandés par le Pacte mondial pour l'Emploi, adopté en juin 2009 par la CIT.

La formulation des domaines prioritaires de coopération entre le BIT pour la période 2010-2014, a été caractérisée par une implication des mandants tripartites et d'autres parties prenantes.

Les principaux cadres de politique nationale sont le 11 Plan Quinquennal couvrant la période 2007-2011, et le programme Présidentiel pour la période 2009-2014. Ce dernier définit 24 priorités thématiques parmi lesquelles l'emploi et les services sociaux occupent une position centrale. *Le Programme Cadre des Nations Unies (UNDAF)* pour la Tunisie couvre la même période que le 11 Plan Quinquennal et poursuit quatre objectifs :

- ❖ Réduction des disparités, la promotion de l'égalité et l'amélioration de la qualité de la vie;
- ❖ Promotion et l'épanouissement des jeunes et la protection des enfants et des adolescents ;
- ❖ Création d'emplois, qui constitue l'une des priorités des autorités tunisiennes
- ❖ Adaptation à la mondialisation économique, intellectuelle et institutionnelle.

Cet UNDAF reprend plusieurs éléments de l'agenda du travail décent, et le BIT est considéré comme une agence-clé pour la mise en œuvre des priorités 2 et 3 (jeunes et emploi) de l'UNDAF. Le cadre des nations unies pour l'aide au développement (UNDAF) reprend plusieurs éléments de l'agenda du travail décent, et le BIT est considéré comme une agence-clé pour la mise en œuvre des priorités 2 et 3 (jeunes et emploi) de l'UNDAF.

Mise en œuvre et gestion : La mise en œuvre des Programmes Pays pour la Promotion du Travail Décent est placée sous la responsabilité d'un comité de pilotage regroupant les autorités gouvernementales, les partenaires sociaux et le Bureau du BIT pour les pays du Maghreb, et présidé par le MASSTE. Le Bureau du BIT à Alger, avec l'appui de l'équipe du Travail Décent du Caire ainsi que des spécialistes du Bureau Régional et les départements techniques du siège, organise la mise en œuvre du programme et sera responsable de l'atteinte des résultats escomptés. Tous les projets de coopération technique actifs ou futurs du BIT en Tunisie s'inscrivent dans le PPTD pour ainsi améliorer la synergie entre les actions du BIT au pays. Le Directeur du Bureau d'Alger soumettra pour discussion et approbation du Comité de Pilotage un rapport annuel succinct sur sa mise en œuvre et qui concerne les projets suivant :

1/ Projet conjoint « Emploi des jeunes »-MDG-Fund et Espagne qui concerne le développement de l'entrepreneuriat pour un montant global de 3 115 000 dollars (2009-2013) La contrepartie Nationale est le Ministère de la Formation Professionnelle et de l'Emploi.

2/ Projet « Promouvoir l'emploi productif et le travail décent des jeunes

En Algérie, Maroc, Mauritanie et Tunisie » financé par l'Espagne -693,742 USD- (2011-2015) Ce projet vise le renforcement des institutions du marché du travail. La contrepartie Nationale est le Ministère de la Formation Professionnelle et de l'Emploi.

3/ Projet « Promotion du dialogue social et renforcement de la gouvernance du travail en Tunisie »

Financé par la Norvège pour un montant de 908,271 USD (2012-2014), ce projet a comme ca contrepartie nationale est le Ministère des Affaires Sociales.

4/ Projet « the way forward after the revolution – decent work for women in Egypt and Tunisia »

Financé par la Finlande pour un montant de 2,5 million d'euro (2012- 2014), ce projet vise le renforcement des capacités de la femme tunisienne en vue de sa participation effective dans le marché du travail et l'amélioration des institutions du marché du travail, la Ministre des Affaires de la femme et de la famille.

5/Projet « Programme d'appui au développement des zones défavorisées »

Composante 1 : Création d'emplois et accompagnement à la réinsertion en complétant les dispositifs de l'État financé par l'UE pour un montant de 6,5 million d'euro (2012-2015). Ce projet a pour objectif d'appuyer le programme gouvernemental par la création d'emplois et le développement économique local. La composante dont le BIT sera responsable comporte trois volets principaux : La composante « Haute Intensité de Main d'Œuvre »: Ce volet tient compte des principes et des objectifs visés par l'approche HIMO mise en œuvre par le BIT dans de nombreux pays. Le Ministère du développement régional.

La composante « Insertion sur le marché du travail » En matière d'insertion économique le projet se base sur les structures et programmes similaires et déjà existants du Ministère du développement régional et du Ministère de la Formation Professionnelle et de l'Emploi en vue de renforcer leurs capacités dans les zones les plus défavorisées, en particulier les jeunes peu qualifiés.

Le composant « développement économique local » Ce volet est basée sur une approche territoriale qui prend en compte les ressources humaines, économiques, physiques et naturelles dans les zones cibles afin d'optimiser la localisation des actions du projet. La contrepartie Nationale est le Ministère du développement régional.

6/ projet « Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt »

Ce projet financé par l'Agence suisse pour le développement et la coopération. (SDC) vise à renforcer les capacités institutionnelles nationales pour la réglementation de la migration de travail. Amélioration des capacités institutionnelles nationales pour la protection des droits des migrants. Renforcement du dialogue intra-régional sur la mobilité du travail et de la protection des travailleurs migrants. Montant global du projet : 1, 930,000 USD Durée du projet (2012-2015) La contrepartie tunisienne: Ministère des Affaires Sociales-Secrétariat d'État aux migrations et aux tunisiens à l'étranger et l'Office des Tunisiens à l'Étranger.

7/ Projet DEPART « Développement Économique et Plan d'Action Régionale en créant d'emplois décentés pour les jeunes en Tunisie »

Durée du projet : 18 mois (Janvier 2013 – Juin 2014) Montant global du projet : 1.080.777 US Dollar. Les objectifs immédiats de ce projet financé par le Gouvernement des Pays-Bas sont les suivants : Une stratégie de développement pour chacun des domaines prioritaires sélectionnés du plan d'action régional est mise en place dans chaque gouvernorat. Institutions publiques, privées et civiles sont renforcées pour la mise en œuvre accélérée des plans d'action pour développer les domaines prioritaires en chaque gouvernorat (à Gafsa, le Kef et de l'Ariana, et dans un gouvernorat nouvellement sélectionné). Les principales parties prenantes au niveau national soutiennent et favorisent un cadre propice à la promotion décentralisée de stratégies de l'emploi

des jeunes (femmes et hommes) et du développement économique local. Contrepartie Nationale : le Ministère de la Formation Professionnelle et de l'Emploi et les partenaires sociaux.

Cadre institutionnel et stratégies de l'emploi

Le *Ministère des Affaires Sociales, de la Solidarité et des Tunisiens à l'Étranger*, actuellement dénommée MAS, met en œuvre la politique sociale du gouvernement notamment dans les domaines du travail, de la sécurité sociale, de la promotion sociale, de l'inspection du travail, de l'inspection médicale, de la sécurité au travail et de l'appui aux personnes ayant des besoins spécifiques. Ce ministère est le partenaire institutionnel du BIT. Il assure la tutelle des caisses de sécurité sociale.

Le *Ministère de la Formation Professionnelle et de l'Emploi* a pour mission générale d'assurer l'élaboration des politiques du gouvernement dans le domaine de l'emploi et de la formation professionnelle ; il est chargé de la conception et de la mise en œuvre des plans, programmes et instruments visant la promotion des dispositifs de formation professionnelle, l'amélioration de l'employabilité, l'insertion professionnelle des jeunes et des demandeurs d'emploi relevant des catégories spécifiques, et à la promotion de l'emploi indépendant.

Le *Conseil Supérieur pour le Développement des Ressources Humaines* définit la politique nationale en matière d'éducation et de formation professionnelle ; il est assisté pour ce qui concerne le domaine de l'emploi par la Commission pour la Promotion de l'Emploi, sous la présidence du Ministère de la Formation Professionnelle et de l'Emploi.

L'*Agence Nationale pour l'Emploi et le Travail Indépendant* est un établissement public sous la tutelle du Ministère de la Formation Professionnelle et de l'Emploi. Ses fonctions comportent l'intermédiation sur les marchés du travail national et international, l'analyse des données, la mise en œuvre de programmes d'insertion des jeunes, l'appui aux petites entreprises et à l'emploi indépendant.

Le bureau commun des projets en Tunisie est entièrement opérationnel et répond aux critères de « MOSS compliance ».

Une CTA nationale du BIT pour la Tunisie pour assurer la mise à jour des données permettant de contacter tout le personnel BIT dans le pays ; Pour les aspects administratifs et financiers, aucune difficulté particulière n'a été mentionnée, il est entendu que les cadres nouvellement recrutés doivent pouvoir bénéficier de formations à la fois généralistes (sur le BIT et le management de projet) ainsi que dans le domaine technique du projet.

Les Interventions du BIT dans le domaine de l'emploi sont :

- Amélioration du système d'informations sur le marché du travail (y compris classification des professions et statistiques au niveau régional) ;
- Fourniture d'un appui technique et financier au programme de « coaching » de l'ANETI, et extension de ce programme aux secteurs privé et associatif ;

- Promotion de l'emploi par :
 - La lutte contre la pauvreté à travers les systèmes du BIT afin de transformer une partie des chômeurs en travailleurs indépendants via une politique adéquate de promotion de l'entrepreneuriat. Une référence au programme « CoopAfrica » a été faite avec le rôle de l'entrepreneuriat collectif.
 - Poursuite du programme « Know about business » en Tunisie
 - Poursuite et expansion des programmes du BIT visant l'emploi des jeunes (MDG-F et projet espagnol) ;
 - Concevoir des programmes de développement économique local et/ou régional (LEDA)
- Amélioration de l'adéquation formation-emploi y compris, d'une part l'absence de certaines qualifications et, d'autre part le surplus de demande dans tous les secteurs d'activités ;
- Mise en place d'un programme d'urgence de création d'emplois pour les Tunisiens rentrant de la Libye (formation, microfinance, services d'appui à l'entreprise, l'entrepreneuriat collectif)
- Mise au point d'un programme de création d'emplois visant la réhabilitation des petites et moyennes entreprises détruites ou endommagées par la révolte (programme tripartite ?);
- Formulation d'un programme de haute intensité de main d'œuvre par le biais de la réhabilitation d'entreprises, d'infrastructures et de bâtiments publics endommagés lors des manifestations et la création d'emplois à court terme.

Interventions dans le domaine de la protection sociale et des conditions de travail :

- Adoption de mesures visant une amélioration des conditions de travail et l'extension de la protection sociale dans l'économie informelle
- Fourniture d'expertise pour la mise en place d'un socle de protection sociale en Tunisie
- Définition d'une politique des salaires visant une motivation appropriée des travailleurs, le maintien de la compétitivité des entreprises, et un juste partage des gains de productivité;

Interventions dans le domaine de la législation de travail et des normes du travail

- Fourniture d'expertise en cas de besoin pour la révision du code de travail (avec l'objectif de réduire la précarité des travailleurs tout en préservant la compétitivité des entreprises.)
- Assistance technique en cas de besoin en vue d'une ratification éventuelle par la Tunisie des conventions considérées par les partenaires sociaux comme prioritaires, à savoir C 144 (consultation tripartite) ; C 151 (relations de travail dans la fonction publique) ; C 154 (négociation collective) ; C 181 (agences privées d'emploi) et C 183 (protection de la maternité)

Interventions dans le domaine du dialogue social

- Éducation de jeunes Tunisiens en matière de dialogue social, d'éthique au travail et de citoyenneté

- Appui à l'organisation du dialogue social au niveau des régions économiques ;
- Facilitation d'une conférence nationale tripartite en vue de consolider la paix sociale et d'adopter un Pacte National de l'Emploi (après la tenue des congrès de l'UTICA et de l'UGTT)
- Appui à la préparation des négociations des conventions collectives
- Renforcement des capacités des partenaires sociaux en matière de dialogue social et en matière de prévention et résolution des conflits

Autres interventions

- Finalisation du PPTD : procédure et feuille de route
- Appui à une campagne internationale de promotion du tourisme en Tunisie (BIT-OMT ?)
- Mise en place d'un point focal du BIT en Tunisie afin de coordonner la mise en œuvre rapide et effective du le programme d'interventions d'urgence

Ressources

- Projets existants : reformulation, réorientation, expansion
- Ressources disponibles : RBSA
- Ressources à mobiliser ; partenariats ; one UN

Prochaines étapes

- Rapport de mission (approuvé par le bureau régional et Cabinet) partagé avec les partenaires tunisiens au plus tard le 8 avril
- Commentaires et suggestions des partenaires tunisiens reçus par le BIT au plus tard le 15 avril
- Budgétisation et priorisation par le BIT des interventions approuvées par les partenaires tunisiens au plus tard le 22 avril
- Affectation par le BIT des ressources RBSA afin de financer les interventions les plus urgentes (6 mai)
- Mobilisation des ressources supplémentaires par le BIT auprès des bailleurs des fonds tout au long de l'année 2011
- Finalisation du PPTD qui serait signé après les élections du 24 juillet et la tenue des congrès de l'UTICA et de l'UGTT.

Cette coopération technique avait soulevé

IV. L'assistance du BIT de la Tunisie en 2011–2012 :

Il ne s'agit pas de mettre en place de grands projets de coopération technique mais plutôt de fournir des appuis ponctuels, bien ciblés et de haut niveau de courte durée (fourniture d'expertise spécialisée) dans un cadre d'échanges internationales dans les domaines d'intervention du BIT, en formant des cadres Tunisiens sur place, dans le Centre de Turin ou dans des institutions spécialisées grâce à des bourses. Le recours à l'expertise nationale a été privilégié comme démarche stratégique favorable à l'appropriation des acquis et à leur pérennisation. Les mandants tripartites tunisiens déclarent leur disponibilité à partager leurs expériences en matière de promotion du travail décent avec d'autres pays, soit en mettant à leur disposition des experts tunisiens, soit en recevant des visites d'études.

Résultats, produits et stratégies

Les besoins en assistance du BIT de la Tunisie sont ceux d'un pays à revenu intermédiaire. Il ne s'agit pas de mettre en place de grands projets de coopération technique mais plutôt de fournir des appuis ponctuels, bien ciblés et de haut niveau. Le rôle du BIT prendra donc notamment trois formes : (i) fourniture d'expertise spécialisée de courte durée dans les domaines d'intervention du BIT ; (ii) organisation d'échanges internationales; (iii) formation des cadres Tunisiens sur place, dans le Centre de Turin ou dans des institutions spécialisées grâce à des bourses. Le recours à l'expertise nationale sera privilégié comme démarche stratégique favorable à l'appropriation des acquis et à leur pérennisation.

Les mandants tripartites tunisiens déclarent leur disponibilité à partager leurs expériences en matière de promotion du travail décent avec d'autres pays, soit en mettant à leur disposition des experts tunisiens, soit en recevant des visites d'études.

Le BIT organisera au début du PPTD une conférence nationale afin d'adapter le concept du travail décent à la réalité tunisienne. Les questions de genre ont été intégrées dans la formulation des stratégies et indicateurs de chaque résultat et produit.

Les résultats à atteindre par ce PPTD, tels que mentionnés dans les sous-titres et le cadre logique (annexe 1) se réfèrent aux résultats attendus du Programme et Budget du BIT pour 2010-2011.

Résultat	Activités principales	Indicateurs	Cibles
Priorité 1 : Création d'emploi			
Résultat E.1 : Davantage de femmes et d'hommes bénéficiant d'un emploi productif et de possibilités de travail et de revenus décents		Nombre d'emplois créés 425.000 durant la période 2010 à 2014 (Programme Présidentiel)	Programme Présidentiel 425.000 durant la période 2010 à 2014
1.1 Promotion de l'auto-emploi	1.1.1 Analyse et évaluation des services d'appui à l'entreprise (MPME) suivi d'un atelier tripartite sur les possibilités de les améliorer	Amélioration de l'efficacité des services d'appui	20% en 2014 par rapport à 2011
	1.1.2 Analyse des services	Nombre de services	Au moins 3 en

	d'emploi publics régionaux dans trois régions suivie des consultations locales sur le potentiel de leur modernisation.	utilisant la nouvelle approche / méthode	fin 2011
	1.1.3 Mise en œuvre d'un programme de formation (gestion, commercialisation, création de micro-entreprises, réseautage) au profit de 30 femmes exerçant dans l'économie informelle	Accroissement du revenu des entreprises	constants Croissance de 20% en 2014 par rapport à 2010 en Dinars
	1.1.4 Élaboration d'un programme d'amélioration de la longévité des MPME tunisiennes Amélioration de l'efficacité des services d'appui 1.1.6 Appui à la création d'une unité de promotion de l'auto emploi à l'UTICA	Relation entre MPME créées et fermées par an	Augmentation de 1 :1 en 2009 à 1.2 : 1 en 2014
	1.1.5 Accompagnement et coaching d'un échantillon de 30 micro- entreprises créées par des jeunes [unité UTICA]	Longévité des MPME assistées	Amélioration d'au moins 50% par rapport aux entreprises non assistées (2013)
	1.1.6 Appui à la création d'une unité de promotion de l'auto emploi à l'UTICA	Nombre de jeunes promoteurs assistés	5000 par an à partir de 2012
	1.1.7 Étude et séminaire national sur la promotion de métiers nouveaux et innovateurs notamment pour les services de la femme, de l'enfance et des personnes âgées.	Programmes opérationnels de promotion des métiers nouveaux	Au moins trois programmes opérationnels avant fin 2013
	1.1.8 Cycle de séminaires pour leaders syndicaux et cadres de l'UGTT sur le thème « nouveaux métiers et solidarité syndicale » Nombre de jeunes promoteurs assistés Programmes opérationnels de promotion des métiers nouveaux Nombre de	Nombre de syndicalistes formés	Au moins 50 par an à partir de 2011, dont 50% de femmes

	syndicalistes formés 5000 par an à partir de 2012 Au moins trois programmes opérationnels avant fin 2013 Au moins 50 par an à partir de 2011, dont 50% de femmes		
Résultat	Activités principales	Indicateurs	Cibles
Résultat E.2 : Le développement des compétences accroît l'employabilité de travailleurs, la compétitivité des entreprises et l'exclusivité de la croissance		Adéquation entre formation et marché du travail	Amélioration de 20% par rapport au tableau en page 8
1.2 Amélioration de l'adéquation formation- emploi	1.2.1 Enquête sur les besoins en qualification professionnelles du marché du travail	Rapport d'enquête approuvé par les mandants tripartite	Rapport disponible en mai 2011
	1.2.2 Mise en place d'un système d'actualisation régulière de la liste des qualifications requises	liste des qualifications Système permettant l'actualisation annuelle de la liste des qualifications	Système opérationnel avant fin 2012
	1.2.3 Modernisation des curricula de la formation professionnelle	Disponibilité des nouveaux curricula spécifiques	Avant fin 2013
Résultat E.3 : Les administrations du travail acquièrent une plus grande efficacité dans l'application de la législation du travail et dans la fourniture de services efficaces d'emploi		Nombre de personnes formées en inspection et administration	Au moins 339, dont 50% de femmes, jusqu'en 2014
1.3 Application et modernisation de la législation du travail	1.3.1 Réalisation d'une étude de faisabilité dans le domaine des services d'emplois d'un partenariat public-privé entre ANETI et les secteurs privé et associatif	Approbation de l'étude par les partenaires sociaux	Rapport disponible fin 2010
	1.3.2 Réalisation d'un voyage d'étude sur le potentiel d'une plus grande flexibilisation du marché de travail tunisien	Nombre de participants (délégation tripartite)	9 participants, dont 5 femmes (2011)
	1.3.3 Séminaire sur l'analyse du marché du travail	Nombre de participants Au moins 25	Au moins 25 travailleurs et 25 employeurs

			(2012)
	1.3.4 Mission pour l'identification des besoins en matière du système d'informations sur le marché du travail	Mission d'experts et rapport sur les besoins identifiés	Mission et rapport 2015
	1.3.5 Séminaire sur les techniques d'évaluation des politiques d'emploi	Nombre de participants	Au moins 20 travailleurs et 20 employeurs, dont 50% des femmes (2011)
	1.3.7 Séminaires annuels de formation des cadres chargés de la conception et du contrôle de l'application de la législation du Travail et des partenaires sociaux sur des sujets touchant à la législation du travail	Nombre de personnes formées par an	partenaires sociaux par an à partir de 2011 Au moins 25 cadres de l'administration du travail et 25 représentants des
	1.3.6 Séminaire sous régional sur le concept du travail décent et les indicateurs de travail décent	Nombre de participants de la Tunisie	Au moins 10 cadres gouvernementaux, 10 travailleurs et 20 employeurs, dont 50% des femmes (2010)
Résultats	Activités principales	Indicateurs	Cibles
Priorité 2 : Amélioration de la sécurité sociale et de la santé au travail			
Résultat SS 1 : Un plus grand nombre de personnes ont accès à des prestations de sécurité sociale mieux gérées et plus respectueuses de l'égalité des sexes		Taux de couverture en sécurité sociale	Augmentation de ce taux de 97% en 2009 à 98% en 2014
2.1 Amélioration des régimes de sécurité de retraite et de réinsertion et d'aide sociale des travailleurs	2.1.1 Voyage d'études tripartites dans au moins 3 pays ayant réalisé un taux de 100% de couverture sociale, notamment dans les domaines agricoles, de la pêche, des gens	Nombre de participant	9, dont au moins 4 femmes (2011)

perdu leur emploi pour des raisons économiques	de maison, de l'économie informelle et du commerce		
	2.1.2 Modules de formation pour les cadres de l'UTICA (unions régionales et fédérations) sur les droits et obligations des Employeurs en matière de Sécurité Sociale.	Renforcer un mécanisme de partenariat pour le conseil et la conciliation pour la Diminution des dossiers d'impayés, de taxation et de conflits	Diminution de 30% en 2014 par rapport à 2010
	2.1.3 Organisation en Tunisie d'un séminaire international de réflexion (60 participants, dont 50% féminins, d'une vingtaine de pays) sur les différents modèles de réforme des régimes de retraite.	Partenariats bilatéraux ou multilatéraux pour l'échange des expériences en matière de réforme du régime de retraite	Existence d'au moins 5 partenariats avant la fin 2014
	2.1.4 Formation en matière d'actuariat	Diplômes obtenus par les personnes formées	Formation d'au moins 4 actuaires, dont 2 femmes, tous les deux ans, à partir de 2010
	2.1.5 Évaluation du dispositif de réinsertion professionnelle et d'aide sociale des travailleurs ayant perdu leurs emplois pour des raisons économiques.	Rapport d'étude entériné par les mandants tripartites	Rapport disponible avant fin 2013
2.1.6 Voyage d'étude tripartite auprès de pays ayant introduit des systèmes performants de protection des travailleurs ayant perdu leur emploi.	Nombre de participants	À moins 9 (soit 3 par mandants hommes et femmes avec des proportions équitables selon les effectifs) (2012)	

Résultat	Activités principales	Indicateurs	Cibles
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2.3 Amélioration du système de santé et spécifiques conditions des personnes à besoins	2.2.1 Élaboration d'un programme d'appui visant la consolidation des mesures et programmes mis en œuvre pour d'amélioration de l'employabilité des personnes handicapées	Taux d'insertion et de réinsertion professionnelle des handicapés dans les centres de formation professionnelle	Amélioration de ce taux de 0,25 % en 2009 à 0.5% en 2014
	2.2.2 Contribution à l'élaboration d'un programme visant l'amélioration de l'employabilité des jeunes en difficultés (délinquants ou jeunes issus des familles nécessiteuses)	Taux d'insertion et de réinsertion professionnelle des jeunes en difficultés	Au moins un actif occupé par famille en 2014
	2.2.3 Mise en place d'un système de suivi-évaluation des différents programmes d'insertion	Existence d'un système permettant de mesurer le taux d'insertion	Système opérationnel en fin 2011
Résultat SS 2 : Les travailleurs et les entreprises bénéficient de meilleures conditions de sécurité et de santé au travail		Salariés couverts par le système SST	Augmentation de ce taux de 43% en 2008 à 70% en 2014
2.3 Amélioration du système de santé et sécurité au travail (SST)	2.3.1 Réalisation d'une mission d'étude pour examiner des modalités d'intégration fonctionnelle de recherche, prévention, inspection et d'indemnisation en SST.	Mission d'étude réalisée et plan d'actions de suivi préparé.	Mission d'étude en 2010
	2.3.2 Formation des cadres SST pour l'élaboration, la mise en œuvre et l'évaluation des programmes spécifiques SST à l'échelle nationale, régionale et sectorielle dans le cadre du programme national de gestion des risques professionnels 2009-14.	Nombre de cadres formés	25 cadres (hommes et femmes avec des proportions équitables selon les effectifs)

	2.3.3 Formation du personnel SST dans les techniques de prévention et l'inspection dans les industries manufacturières, les industries chimiques et les très petites entreprises	Nombre de personnes formées aux techniques de prévention et d'inspection en SST Nombre annuel de visites d'inspection	25 Cadres (Médecins inspecteurs de travail, ingénieurs et techniciens) TM relevant du MASSTE Augmentation de 10,000 visites d'inspection en 2008 à 20,000 visites en 2014
	2.3.4 Mise en place d'un programme spécifique pour la réduction des accidents de travail dans les MPME et TPE	Taux des accidents de travail par rapport au nombre des salariés des PME et TPE.	Réduction du taux de fréquence des accidents du travail de 30% à 28%, et réduction de 20% du nombre total des accidents du travail mortels.
	2.3.5 Mise en place d'un système de gestion des produits chimiques en milieu professionnel	Enrichissement de l'arsenal législatif, de l'expertise nationale et des connaissances relatives aux produits chimiques en milieu professionnel	Nouvelle législation adoptée avant fin 2012 ; 30 cadres (hommes et femmes avec des proportions équitables selon les effectifs) formés avant fin 2012 ; existence d'une base de données des produits chimiques produits ou importés avant fin 2013
	2.3.6 Amélioration de la gestion des groupements de médecine de travail (GMT) et appui à l'UTICA pour la création d'un forum des GMT	Couverture des GMT	Porter le taux de 40% en 2010 à 70% en 2014
	2.3.7 Cycle de formation des cadres dans les techniques de communication visant à promouvoir la SST dans les secteurs à risque	Nombre de syndicalistes et d'employeurs formés par an	Au moins 25 par an à partir de 2010 (hommes et femmes avec des proportions équitables selon les effectifs)
Priorité 3 : Renforcement du dialogue social			
	Résultat DS 1 : Le tripartisme et une gouvernance renforcée du marché de travail contribue à un dialogue social efficace et à de bonnes relations professionnelles	Réunion des structures du dialogue social	Au moins deux réunions tripartites par an
3.1. Renforcement	3.1.1 Formation des	Nombre de cadres	Au moins 60 cadres formés

des entreprises social au niveau national, sectoriel et des capacités en matière de dialogue	cadres du MASSTE, de l'UGTT et de l'UTICA au niveau national, régional et sectoriel en matière de dialogue social et de négociation collective	formés	par an (hommes et femmes avec des proportions équitables selon les effectifs)
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Promotion de l'auto-emploi (résultat P&B 1)

Le BIT fournira de l'expertise technique afin de renforcer les services d'appui à la création d'entreprises ainsi que les services publics régionaux d'emploi. S'inspirant des exemples d'autres pays le BIT aidera les autorités et partenaires concernés à améliorer les connaissances en gestion ainsi que les structures organisationnelles des micro-entreprises tenues par des femmes, et l'accompagnement des projets d'initiative privée des jeunes. Le BIT aidera les mandants à identifier des métiers innovateurs pouvant créer de nouvelles opportunités d'auto-emploi, et à élaborer un programme visant l'amélioration de la durabilité des entreprises tunisiennes. Il appuiera dans la création d'une unité de promotion de l'auto-emploi.

Amélioration de l'adéquation formation-emploi (résultat P&B 2)

Le BIT fournira de l'expertise technique nécessaire à (i) l'identification des besoins en qualifications professionnelles du marché du travail ; (ii) la mise en place d'un système de suivi permettant l'actualisation régulière des qualifications requises et (iii) la modernisation des curricula de la formation professionnelle.

Modernisation de la législation du travail (résultat P&B 11)

Les activités sous ce résultat comportent une étude sur le fonctionnement des services publics et privés d'emploi afin d'analyser les opportunités et défis propres à ces institutions en Tunisie. Le BIT fournira un appui technique afin de mieux cerner le potentiel et les risques d'une plus grande flexibilisation du marché de travail, y compris le recours aux entreprises de travail temporaire et aux agences d'emploi privées. L'amélioration des capacités d'analyse du marché de travail et la mise à niveau d'un système d'informations sur ce marché bien adapté aux réalités nationales permettront de mieux cerner les tendances de l'emploi ainsi que l'impact des politiques d'emploi.

En outre, le BIT organisera, en collaboration avec le Centre de Turin, des voyages d'études ainsi qu'un séminaire régional sur les indicateurs de travail décent. Le BIT facilitera la formation des inspecteurs de travail et des partenaires sociaux qui jouent un rôle clé dans l'application de la législation du travail.

Protection Sociale

Amélioration des régimes de sécurité sociale, de retraite, de réinsertion et de protection sociale des travailleurs ayant perdu leur emploi pour des raisons économiques (**résultat P&B 4**).

Ce résultat vise l'augmentation du taux de couverture en matière de sécurité sociale de la population tunisienne de 97% en 2009 à 98% en 2014, en mettant un accent particulier sur les travailleurs précaires occupés dans les domaines agricole, de la pêche, des gens de maison, de l'économie informel et du commerce parallèle. Il englobe également la consolidation à long terme du régime de retraite. Le BIT fournira de l'expertise technique pour aider à la réforme du régime de retraite.

Parallèlement, et en collaboration avec le Centre de Turin, le BIT organisera des voyages d'études ainsi qu'un séminaire international sur les différentes options en matière de réforme du régime de retraite, et facilitera la formation des actuaires tunisiens en collaboration avec le projet BIT « Quatrain » qui assiste l'Université de l'Île Maurice à établir un Master en Sécurité Social à partir d'août 2010. Le BIT fournira également un appui technique pour évaluer la pertinence du système d'aides sociales en et en relation notamment avec les programmes de réinsertion professionnelle des travailleurs ayant perdu leurs emplois pour des raisons économiques

Amélioration des conditions des personnes à besoins spécifiques (résultat P&B 4)

Les activités sous ce résultat visent l'agrandissement les possibilités de (ré)-insertion professionnelle des personnes handicapées et des jeunes vulnérables. Le BIT appuiera les efforts du gouvernement d'améliorer l'employabilité des ces personnes par la mise en place des programmes de formation professionnelle adaptés ; ces programmes seront accompagnés par un système de suivi évaluation permettant de mesurer les indicateurs de succès.

Amélioration du système de santé et sécurité au travail (résultat P&B 6)

Ce volet du PPTD vise l'amélioration du taux de couverture de la main d'œuvre tunisienne en matière de santé au travail, la diminution des accidents du travail et l'amélioration des conditions de santé et de sécurité au travail (SST) en vue de réduire le nombre et la gravité des accidents et maladies liées au travail pour ainsi préserver la santé des salariés et favoriser la productivité. Le BIT, en collaboration avec le Centre de Turin, mettra en œuvre un programme de formation pour les cadres SST du MASSTE, aidera les Gouvernements à mettre en place un programme spécifique de prévention des accidents de travail dans les MPME, et fournira de l'assistance technique pour la réalisation d'un système de gestion des produits chimiques en milieu professionnel (SGH), et aidera pour l'amélioration de la couverture par les GMT.

Dialogue Social

Renforcement des capacités en matière de dialogue social au niveau national, sectoriel et des entreprises (résultat P&B 12)

Le BIT continuera à accompagner le développement et la mise en œuvre d'innovations en matière de gestion du temps de travail et de rémunération en vue d'améliorer la compétitivité des secteurs d'activités économiques clés dans le respect de la législation du travail et de la promotion du travail décent. L'appui technique du BIT dans ce domaine consistera à revoir et, si besoin est, à améliorer le cadre juridique et réglementaire régissant le dialogue social en Tunisie, à faciliter le perfectionnement des cadres du MASSTE, de l'UTICA et de l'UGTT en matière de

dialogue social et de négociation collective, et à dynamiser les institutions existantes de dialogue social.

V. L'Équipe de l'OIT en Tunisie

Tableau du personnel en Tunisie et des projets du BIT en Tunisie ²⁰⁰

Nom Prénom	titre	Project	Équipe administrative et experts locaux		Nb du Personnel Administratif et expert selon titre					
			Nom Prénom	Titre	CA	N C	N	Ag	Exp (N)	
Mme Samia CHOUBA	National coordinator (NC) et Point focal	Promotion du dialogue social et renforcement de la gouvernance du travail en Tunisie »	Mme Khédija Mahfoudh	ADMIN FINANCE (N)		1	1			
			Mr Sami Agha Rahaoui-	Driver				1		
Mme Nawel Tounsi	National coordinator (NC)	the way forward after the revolution decent work for women in Egypt and Tunisia	Mr Walid Ben Sghaier	Admin(N)		1	1			
			Mr Riadh Ayadi	driver				1		
Mr Karim Toumi	National Coordinator (NC)	DEPART « Développement Economique et Plan d'Action Régionale en créant d'emplois décents pour les jeunes en Tunisie	Melle Arij Ben Jebara	ADMIN(N)		1	1			
Mme Paz Arancibia (Espagnole)	CTA	Promouvoir l'emploi productif et le travail décent des jeunes en Algérie, Maroc, Mauritanie et Tunisie	Mme Nawel Marzouki-	Program Assistant(N)	1		1			
			Mme Souhaila Blgecem	Finance Assistant(N)			1			
			Mr Alaeddine Kouki	Driver				1		
Mr Francesco Carella (Italien)	CTA	Improving governance of labour migration and protection of migrant workers' rights in Tunisia, Morocco, Libya and Egypt	Mr Haythem Aouinet	ADMIN(N)	1		1			
Mr Jean Louis de Bie (Belge)	CTA	Programme d'appui au développement des zones défavorisées (ILO/UE)	Mme Koutam Zitouni	ADMIN FINANC(N)	1		1			
			Mme Ferdaous Wertani	Project Assistant (N)			1			
			Mr Riadh Marsaoui	Driver				1		
			Mr Jan Marius Tillmanns (Allemand) (a quitté le BIT récemment)	Expert DELL					DELL	
			Mr Ben Othmen Mohamed	Expert dev local (N)			1		DL(N)	
			Mr Mohamed Said Ayouni	Economiste DEL(N)			1		DEL(N)	
			Mr Mohamed Chabchoub	Ingenieur Génie Civil (N)			1		IGC (N)	
			Mr Lotfi Soltani	Economist Expert DEL(N)			1		DEL(N)	
			Mr Jad Ben Hadj Boubaker	Expert formation			1		EF (N)	
			Mr Fakhfakh Tarek	Ingenieur genie rural(N)			1		IGC (N)	
Total : Equipe administrative et experts locaux					3	3	14	4	6	30

Plan d'exécution

Un premier plan d'exécution indicatif biennal, portant sur les principales interventions susceptibles d'être mises en œuvre au cours du bienné 2010-2011 sera élaboré, en prenant en compte l'ensemble des ressources disponibles ou susceptibles d'être mobilisés à court ou moyen

²⁰⁰ **Source :** Document demandé lors de notre entretien avec Mme Samia CHOUBA (NC), en date du 25 Avril 2014 et des emails envoyés de sa part afin de valider l'information selon laquelle Mr Mohamed Ali Ould Sidi (directeur du bureau de l'OIT à Alger) l'avait désigné en date du 5 Mai 2014 en tant que point focal du BIT. A ce titre, elle est amenée, à représenter le BIT dans les réunions de l'Equipe Pays en l'absence du directeur du bureau de l'OIT à Alger, et apportera aux collègues du BIT l'appui dont ils auront besoin auprès notamment des pouvoirs publics, et fera une synthèse mensuelle sur toutes les activités afin de positionner au mieux le rôle dans le dispositif de communication et de partage du SNU en Tunisie, elle avait affirmé qu'elle n'a aucun écrit.

termes. D'autres interventions allant au-delà du présent biennium seront affinées en début de chaque cycle biennal. De plus les plans annuels de travail permettront de préciser les activités à mener dans le cadre des différents produits, en concertation avec les mandants, les différents acteurs internes et autres parties prenantes.

VI. Évaluation et portée de l'étude :

En ce qui a trait à la portée des projets, il y a d'abord lieu de remarquer que des plans actions se sont étendus à travers une multitude d'activités, à différents niveaux (méso, micro), auprès de différentes catégories de bénéficiaires directs et indirects.

Certaines activités prennent le sens d'opérations « pilotes ».

Les résultats attendus

La portée de ces programmes à appliquer ou à mettre en œuvre s'apprécie au regard des effets obtenus relativement à la taille des opérations menées et des populations bénéficiaires en lien avec les objectifs poursuivis comme la sensibilisation aux problèmes et défis du chômage des jeunes, ou du renforcement de l'environnement institutionnel. Les différentes formes des opérations menées en faveur de l'auto-emploi, de la création d'entreprises et de la migration d'emploi réside dans la prise de conscience et de l'évolution des mentalités et des approches en lien avec la thématique de l'emploi. Un critère fondamental lié au suivi des différentes étapes lors de l'exécution des projets, avec la prise en compte des contraintes de financement et des autres composantes pertinentes de l'environnement de l'entreprise en démarrage qui à elle seul doit faire l'objet d'un programme. Le suivi comme démarche opérationnelle va porter sur les résultats d'avancement, d'évolution des perceptions et comportements en matière d'entrepreneuriat, d'insertion sociale, etc. Ainsi, le programme conjoint (PC) avait comme objectif de créer des conditions favorables et « d'expérimenter » des manières d'intervenir d'une manière concertée qui seraient plus ciblé afin de servir objectif préconisé.

Pertinence

La pertinence se mesure en termes de politique publique à travers les objectifs des projets adoptés qui sont en lien direct aux besoins et intérêts des populations et aux OMD.

Dans ce sens, il faut savoir si les mesures des objectifs des différents projets correspondent aux besoins et aux intérêts des populations, du pays et aux OMD. Par ailleurs, les liens avec les OMD, le PNUAD /UNDAF, les priorités nationales, la participation des intervenants, l'appropriation nationale doivent figurer dans le processus de la conception des stratégies des interventions pour le développement.

En effet, l'axe JEM, PARE, DEPART et les objectifs des projets s'inscrivent en conformité avec les préoccupations de développement, d'emploi, d'entrepreneuriat et de cohésion ainsi que la participation des intervenants et l'appropriation nationale dans le processus de conception paraissent mieux assurées depuis 2011 et relativement solides à présent.²⁰¹

²⁰¹ http://www.mdci.gov.tn/fileadmin/Liste_Ouvrages/etudepdf/TUNISIE_Stratégie_developpement_écono_social.pdf

Cet alignement avec la Stratégie de développement économique et social 2012-2016 et avec la Stratégie nationale pour l'emploi 2013-2017²⁰² qui a permis après la révolution de mettre en place des projets pilotes auprès des jeunes chômeurs, détenus, femmes rurales et autres, des outils d'intervention maîtrisés par les agences, notamment le BIT, la FAO et l'ONUDI.

Pertinence de l'approche et du modèle d'intervention

L'élaboration conjointe demande un cadre préalable propice de mobilisation et de responsabilisation des agences et des différents intervenants. Une formule à explorer serait une plateforme rassemblant les différents services publique et partenaire sociaux pour une concertation annuel, ou trimestrielle, pour la conception et l'amélioration du programme d'action car selon les indications recueillies le programme a été conçu en peu de temps. Il semble que cela n'ait pas permis de mener une démarche de concertation consistante et un travail de coopération suffisant.

En effet, le résultat fut un cadre logique manquant de visibilité pour guider les opérations qui ont dû être modifiées, tel que recommandé lors de l'évaluation à mi-parcours.

L'élaboration du Plan d'amélioration fin 2011 a été l'occasion d'une redéfinition conjointe qui a donné fruit puisque de nouvelles initiatives se sont mises en place et ont été appuyées à partir de là et le rythme d'exécution s'est accéléré. Une première leçon, évidente, est la nécessité d'établir des ratios, d'adopter des outils d'appui afin de définir des moyens de contrôle qui permettent de mieux s'assurer de la conception conjointe de ce genre de programme.

La faiblesse de conception initiale du programme, notamment au niveau de la définition des effets / objectifs, sans l'implication des deux ministères (Éducation/enseignement) ont contribué à cette carence. Un progrès notable est survenu avec lors de la mise en œuvre du Plan d'amélioration. Mais il a été essentiellement limité à l'utilisation « Plan d'activités », qui a permis de suivre de manière plus fiable les activités exécutées et en cours (alors regroupées selon une grille améliorée de la définition des trois effets et des produits). Par contre, il y a un manque notable d'instrument de suivi des résultats (en dehors d'une note semestrielle de suivi du rendement) qui permette de mieux capter et se représenter ce qui se fait effectivement dans les projets activités.

La stratégie de suivi-évaluation des différents projets comme le PC est une occasion pour peaufiner et améliorer le programme à condition d'adopter des outils pour mesurer les résultats de développement.

C'est ainsi que certaines modifications apportées au PC a été révisé à mi-parcours et ont répondu à des ramifications bien identifiés et absolument nécessaires pour arriver à des résultats tangibles.

Dans l'axe « Employabilité » la stratégie désigne l'emploi comme la principale problématique que doit affronter la Tunisie à court et moyen terme » mais si on ne prend pas en compte la

²⁰² Stratégie de développement économique et social 2012-2016; Note d'orientation : axes d'engagement, principes d'action, phases de réalisation et schéma de croissance, septembre 2011

problématique de dévalorisation des diplômes qui sont délivrés par des institutions dans des conditions ne satisfaisant pas les standards requis pour l'exercice du métier tant en termes de cadre enseignant qualifié que de conditions d'études souffrant souvent de l'absence de locaux appropriés, de bibliothèques, d'ordinateurs, et autres équipements.... Il en résulte une faible employabilité avec un tissu productif national peu pourvoyeur d'emplois qualifiés et au double désengagement de l'investissement public et privé ces dernières années. Aujourd'hui, Le système Licence Master doctorat LMD et sa mise en place a fait l'objet d'évaluations celle du syndicat (décembre 2009) qui a décelé une marginalisation de la formation fondamentale et un excès de professionnalisation sans impact sur l'employabilité, dégradation des conditions d'étude, contraintes calendaires contraires aux impératifs pédagogiques, absence de réflexion sur l'innovation pédagogique d'où des formations plus « transposées que transformées ».

Nonobstant ce triste constat, le taux de chômage relativement élevé notamment des diplômés de l'enseignement supérieur par contre certains secteurs économiques enregistrent une réelle pénurie en mains d'œuvre qualifiées caractérise le système. La carence constatée dans les actions des différents projets qui se manifeste en l'absence des ministères de l'éducation et de l'enseignement supérieur peu amoindrir la pertinence du programme conjoint qui a pour objectif de contribuer à répondre aux besoins socio-économiques et à résoudre les problèmes identifiés dans la phase de conception ?

Mise en œuvre - procédure

L'efficacité se mesure par les ressources / intrants (fonds, temps, ressources humaines, etc.) avec laquelle les différents projets ont conduit à la réalisation des objectifs préconisés. Le modèle de gestion du PC, par exemple, concernant les ressources économiques, humaines et techniques apparaissent avoir été satisfaisante puisque des résultats tangibles et instructifs ont pu être atteints sur au moins les sept activités qui ont fait l'objet des études de cas et qui représentent une bonne partie du budget.

Mais il faut remarquer que la programmation de projets pilotes peut être relativement efficace notamment dans l'utilisation efficace des ressources en raison justement du manque de volume pour réduire le coût des interventions par bénéficiaire. C'est ainsi que le recours à l'évaluation des aptitudes du personnel concerné par le programme va permettre de trouver les causes de dysfonctionnement d'ordre social dans l'administration et de proposer des pistes de réflexions. Ainsi, l'évaluation doit s'appuyer sur des faits en vérifiant quels les opportunités qui sont les conséquences des actions et des décisions de l'administration qui ont prises rapidement en considérant les projets-pilotes exécutés. Nous admettons que l'introduction des évaluations est un enrichissement qui peut réellement ramener des réformes basée sur une étude fiable. Il faut peut-être inclure une démarche similaire auprès des administrations partenaires avec le BIT.

Il reste notamment une idée importante délaissée par les responsables dans les différents ministères concerné par l'emploi: la création d'un « espace d'action collectif ». Il s'agit de la rencontre entre les différents acteurs donc les mentalités, les discours, les pratiques, les institutions et les savoirs entrent en interaction. L'enjeu est alors de ne plus considérer l'administration comme indépendante par rapport à son environnement mais bien de la concevoir comme une institution « encadrée » dans un système. L'organisation administrative n'est plus seulement un sous-système mais devient un élément constitutif de la société entrant en

interaction avec ce qui l'entoure. La révolution est de taille dans la mesure où, l'ensemble des institutions à vocation sociale doit se démocratiser.

L'administration doit changer pour plus de participation et d'échange (transformation de l'administration traditionnelle stéréotypée). La structure organisationnelle pouvait paraître bien adaptée sur le papier mais en pratique, il a pu être observé que l'absence ou la faiblesse du leadership et le manque d'incitatif sur le plan de l'importance démontrée par les pouvoirs publics, notamment à travers la DNP – dans la continuité, et des perspectives d'ouverture pour plusieurs projets.

Efficiences au niveau des interventions

Il faut signaler dans ce sens que les administrations ont à jouer un rôle de plus en plus important dans les questions sociales surtout face à une révolution où l'État doit répondre à un impératif d'une plus grande justice sociale en adoptant un plan qui doit permettre de proposer des solutions aux problèmes endémiques qui étaient à l'origine de la révolution tunisienne. Il n'existe pas d'organisme qui, par ses attributions et par ses compétences techniques variées, aurait pu mener la combinaison requise d'activités JEM. L'initiative doit aussi s'incarner dans des institutions qui favorisent la coopération entre les acteurs concernés. C'est à la fois un enjeu individuel (le comportement du dirigeant) et social (l'impact de l'administration sur son environnement).

Les projets PPPTD ont d'abord permis l'identification et la réalisation d'activités en faveur des groupes cibles qui n'auraient pas eu lieu autrement, et de mieux s'assurer que d'autres projets qui sont en cours d'exécution répondent mieux et plus largement aux besoins des groupes cibles, notamment dans les trois gouvernorats identifiés. Il a pu y avoir certains gains d'efficience à travers le partage d'informations entre agences et leurs activités conjointes. Par ailleurs, en ce qui concerne les activités exécutées séparément, les agences ont eu recours à quatre formules pour rejoindre et travailler en appui aux jeunes bénéficiaires dans les gouvernorats de Gafsa et du Kef, chacun avec leurs avantages et inconvénients / ou risques :

1. le consultant-facilitateur-accompagnateur qui connaît bien son milieu et suit bien « ses jeunes » mais qui en vient à orienter à sa façon les « choix » des projets des jeunes, notamment à travers la réplique de petits projets dans une activité donnée (l'apiculture, l'élevage de brebis...) sans étude de marché préalable et une analyse économique des conséquences d'une multiplication du même modèle d'affaire sur la viabilité des micro-entreprises ;
2. l'association locale de développement comme bras de livraison (idem) ;
3. le partenaire institutionnel (structure administrative) ;
4. et le modèle « en livraison directe » par des professionnels des Agences, une formule qui ouvre des portes et accélère les processus d'appui aux entrepreneurs / entreprises, mais dont l'efficacité à plus long terme peut être remise en cause en raison de la forte personnalisation de l'intervention (une dépendance dont l'entrepreneur peut pâtir lorsqu'il y a des changements d'affectation).

Par contre, il serait a fortiori bien-fondé – à l'exemple de ce qui est fait pour les projets - que la gestion de la mise en œuvre de la Stratégie nationale pour l'emploi et d'une éventuelle « Initiative nationale pour l'emploi et l'entrepreneuriat Jeunesse » (suggérée par l'EE pour la

réflexion des décideurs publics) associe pleinement, outre le MFPE, les autres ministères appelés à jouer un rôle clé comme le ministère du Développement et de la coopération internationale, de l'Agriculture, de l'Industrie, de l'Enseignement supérieur, L'analyse conjointe des méthodes de travail, instruments financiers et pratiques commerciales utilisés, avec les partenaires pour garantir une meilleure efficacité du principe d'unité dans le cadre du Plan d'amélioration a montré une situation d'ensemble non satisfaisante à la mi-parcours qui pouvait susciter certaines inquiétudes quant au résultat final, avec toutefois des situations disparates selon les agences. Un redressement important a été effectué depuis la fin 2011 / début 2012 et la quasi-totalité des budgets prévus ont été engagés à la fin du PC.

Le contexte et le manque de responsabilisation et pressions incitatives internes et nationales ont créé plus d'obstacles que les questions d'ordre administratif, financier et de gestion. Sur la toile de fond d'un contexte de transition post-révolutionnaire qui a ouvert la voie à de nouvelles initiatives, la nomination d'une coordinatrice opérationnelle au niveau des agences ainsi que l'apport de sang nouveau parmi l'équipe de gestion ont permis de relancer le PC. L'évaluation à mi-parcours a aussi donné de bonnes balises pour les actions à conduire. Le plan d'amélioration a été mis en œuvre dans ses différentes composantes et avec efficacité, notamment en ce qui a trait à : la révision du cadre logique et la reformulation des intitulés des effets pour plus de cohérence avec les réalisations ; l'élaboration d'un plan d'action annuel intégrant l'ensemble des interventions planifiées ; la responsabilisation de trois agences chefs de file correspondant aux trois effets E1-E2-E3 et l'organisation du travail et division des tâches entre les différents partenaires du PC ; l'organisation de rencontres trimestrielles de communication inter agences ; la mise en œuvre conjointe des missions de suivi et de supervision sur les mêmes thématiques.

Durabilité (appropriation de la procédure)

Il faut souligner dans ce sens une distinction selon le genre d'activités. Ainsi, au niveau du renforcement dans la gouvernance régionale, les PARE montrent une forte appropriation au niveau local / régional et maintenant au niveau national. Comme c'est cas au niveau national sur la mise en place des trois mécanismes en migration d'emploi. DEP est une initiative entrepreneuriale pour les nombreux projets d'appui auprès des jeunes producteurs - productrices en élevage et en tissage ras et autres projets de création de PME, les services régionaux du ministère de l'emploi, de l'APIA et de l'APII, ainsi que les centres d'affaires se montrent en général enclins à participer pour s'assurer que les jeunes chômeurs puissent connaître ces opportunités d'appui JEM. À noter aussi une forme particulière d'appropriation au niveau des bénéficiaires eux-mêmes reliés à la mise en œuvre de stratégies de communication basés sur des projets comme le concours entrepreneurial Souk at-Tannia, l'appui aux entrepreneurs-artisans-designers dans la chaîne de valeur du tissage ras, et la promotion du développement d'une filière d'héliciculture tunisienne.

L'appropriation est un gage de durabilité. Elle se traduit par une mobilisation, une participation et une responsabilisation qui devraient normalement mener à une plus grande efficacité et efficacité. En termes de résultats obtenus par rapport aux objectifs - dépend bien davantage des circonstances externes et, en particulier de tous les facteurs de blocage.

Par exemple, les trois expériences PARE fournissent l'illustration d'une forte appropriation avec une efficacité encore limitée. Il y a deux facteurs qui l'expliquent :

Le choix et la priorisation de projets porteurs pour la création d'emplois n'ont pas été faits en appréhendant de manière suffisamment réaliste les conditions de faisabilité requises et les contraintes : des opportunités qui n'existent pas, par exemple au niveau du financement et de l'appui des services publics, ont été présumées tout en étant peu probables ;

Les Comités techniques locaux ont eu tendance à s'investir tout autant dans la gouvernance d'élaboration des PARE que dans ses aspects techniques d'analyse ;

L'appui sur des compétences techniques et services qui auraient permis d'élaborer des stratégies plus consistantes et de mieux prioriser les projets selon les possibilités de mise en œuvre immédiate, à moyen et long terme. Ainsi, la portée des actions sur l'emploi et le chômage des jeunes dans la région et parmi les groupes confrontés à des difficultés plus aigües d'accès à l'emploi (diplômés de certaines disciplines, jeunes femmes, jeunes femmes rurales, migrants de retour, jeunes détenus). D'autres éléments peuvent être aussi à considérer, concernant l'aspect participatif, la méthodologie utilisée ayant été une méthodologie fortement participative. Certes des orientations vers des actions plus réalistes à plus ou moins long terme auraient pu être apportées, mais est-ce le rôle d'un facilitateur?

A posteriori, il semble qu'il aurait peut-être été plus efficace d'avoir deux types d'intervention sur tout le processus à savoir un facilitateur et, à des étapes clés un expert du BIT par exemple qui a l'expérience de ces outils de planification.

Résultats

La portée de ces programmes s'apprécie au regard des effets obtenus relativement à la taille des opérations menées et des populations bénéficiaires en lien avec les objectifs poursuivis - aux niveaux (i) de la sensibilisation aux problèmes et défis du chômage des jeunes, (ii) du renforcement de l'environnement institutionnel d'influence, (iii) de la livraison des services publics et privés sur le phénomène, dans ses différentes formes et (iv) de l'efficacité des opérations pilotes menées en faveur de l'auto-emploi, de la création d'entreprises et de la migration d'emploi. L'essentiel des gains et retombées se retrouvent sur le plan de la prise de conscience et de l'évolution des mentalités et des approches en lien avec la thématique de l'emploi. Ils se retrouvent aussi dans un contexte d'auto responsabilisation associée à une confrontation plus directe aux contraintes - à un progrès dans les perceptions et attitudes en matière de politique publique.

Même à défaut d'avoir pu articuler une programmation sur une vision d'ensemble préalable explicite et bien structurée des axes d'action (1) en entrepreneuriat, (2) en adaptation des formations sur les compétences et métiers des secteurs porteurs de développement et (3) de résorption des inefficacités et déséquilibres sur le marché de l'emploi, le PC a toutefois contribué à réaliser les OMD pour les régions ciblées et en partie au niveau national en lien avec les objectifs pertinents pour le volet thématique JEM. Les réussites en gouvernance régionale, en programme de migration et autres ainsi que l'appropriation, outre les activités conjointes d'appui, répondent à certains principes de la Déclaration de Paris et du Programme d'action d'Accra.

VII. Recommandations relatives aux stratégies / approches novatrices, des partenariats, la mobilisation des ressources / levier les résultats

1. Actualisation et réforme sur la base de la Convention 81 de l'OIT:

A l'heure actuelle, les inspecteurs du travail agissent dans un cadre organisé, la direction générale de l'inspection du travail et de la conciliation, et relèvent d'une autorité hiérarchique au niveau local ainsi que d'une autorité centrale, le ministère des affaires sociales. Comme tout fonctionnaire l'agent de l'inspection agit donc dans un cadre de légalité dont les contours et le contenu sont définis par son statut. Lorsque la Tunisie, ratifie la Convention 81 de l'OIT qui prévoit que les agents de l'inspection doivent être dotés d'un statut d'agent public leur garantissant ou la stabilité dans l'emploi et les rendant indépendants de tout changement de gouvernement et de toute influence extérieure²⁰³. Or, c'est précisément ce fondement qui pose problème car au-delà d'une certaine limite, le droit, au lieu d'être un instrument de pacification, provoque l'hostilité et alimente les passions antisociales.

- Un ajustement par le droit du travail devient nécessaire pour trouver des solutions et compenser tout à la fois l'absence de justice et redonner à celle-ci sa capacité régulatrice. Bouleversement des perspectives dans le rôle, dont le droit, lui-même, subit les effets. Au droit subjectif dérive de l'autonomie des volontés vient s'adjoindre un « droit objectif » fondé sur « l'intérêt national ». Au lieu donc de se référer aux conventions internationales fruit d'une construction a priori, le droit tunisien concernant le domaine de la conciliation se met désormais à l'écoute du social et s'assigne la mission de le traduire. La conciliation, en particulier, semblait davantage répondre à un besoin social qui nécessite la présence de l'inspection du travail pour réprimer des abus: elle veillait au renouvellement d'une société en cours de construction, dont tous les membres étaient dépendants les uns des autres.
- Cette reconnaissance administrative, scellée par la loi sur la conciliation surtout pendant la période de (1976-1994) consacrée par la loi pour éviter le débordement des conflits est devenue une nécessité de pacifier les relations tendues du travail sur fond de grèves « désolidarisantes », de structurer les relations professionnelles. A la jointure du contrôle et de conciliation, l'IT sera en tout cas emportée par une vague de procédures dont elle aura la maîtrise. Un paradoxe la poursuit dorénavant: elle fonctionne bien, grâce à sa nouvelle organisation (loi du 11 août 1976); ses méthodes s'affinent, gagnent en quantité; l'administration centrale (M.A.S.) la soutient; sa mission prospective et conciliatrice s'élargit. Mais l'organisation et les structures ne suivent pas: le règlement des conflits collectifs et individuels déborde sans retenue le service dont l'impuissance s'accuse. En un mot, l'institution est prise de vitesse, ne sachant trop comment assumer ses multiples attributions dont l'essor donne le vertige. Le point de vue des inspecteurs contrôleurs est hors de cause, le point de vue social émis par le conciliateur est seul en jeu. L'enjeu pratique de conciliation est donc clair:
- il s'agit d'assurer une meilleure communication inhérente aux relations professionnelles. La loi du 11 août 1976 et celle de 1994 induira de ce point de vue le développement de la technique conciliatrice. Sur cette base, l'inspecteur du travail en Tunisie, assume deux rôles, contrôleur par

²⁰³ Convention internationale (81), op. cit.

essence et conciliateur quand un conflit individuel ou collectif se déclenche, il a la tâche d'apaiser les tensions et de trouver la solution. Les services de conciliation compris dans l'organisation actuelle du Ministère des Affaires Sociales sont assurés par des inspecteurs du travail qui ont un statut particulier différent de celui des conciliateurs, ce qui met en confrontation les deux statuts, celui d'un agent de contrôle de l'application de la législation du travail et celui d'un agent de conciliation qui exerce une mission peu compatible avec la première.

- La division des services de l'inspection du travail au niveau des directions régionales du ministère des affaires sociales en des unités de conciliation et des Unités de Contrôle, donne d'abord aux unités de conciliation, d'une manière implicite un rôle plus important que celui prévu pour les bureaux régionaux. Ces Unités tentent la conciliation entre les parties et ne se limitent pas à collecter les informations nécessaires pour les soumettre à la commission régionale de conciliation. Ce scindement au niveau des services est une confirmation expresse du rôle de conciliation de l'inspecteur du travail, qui s'exerce en concurrence, voire au détriment du contrôle, puisque l'inspecteur du travail selon la logique de cette organisation exercera à part entière, la fonction de conciliation sans avoir à s'intéresser du contrôle, ce qui constitue un renversement de la logique de la norme internationale qui donne une priorité absolue à la mission de contrôle de l'application de la législation du travail.
- La réforme devrait peut toucher aussi bien l'organigramme que les textes de lois organisant le statut et les structures

2. Formation

Les nombreux problèmes et dysfonctionnements que connaît actuellement l'inspection du travail, certains sont fort anciens, notamment ceux liés à l'insuffisance de moyens face à l'élargissement des prérogatives, aux réalités rencontrées surtout que ces fonctions sont indissociables de l'action de l'Inspection du travail et d'autres problèmes de fond liés à un dysfonctionnement organisationnel ou un malaise latent inhérent selon certains à l'évolution des missions de l'inspection du travail. L'examen du fonctionnement de l'inspection du travail, avec la prise en compte des caractéristiques du métier de l'inspecteur du travail et de sa composition, basé sur une vision élargie et plutôt traditionnelle, pourrait nous permettre de recommander que mettre l'accent sur le degré d'adaptation et d'efficacité de cette institution, caractérisant l'écart entre ce qui existe et ce qui pourrait se faire dans le cadre d'une stratégie commune, les partenaires sociaux et la façon dont ils sont gérés au sein de leur structure jouent un rôle capital dans le succès des choix stratégiques et constituent une source d'avantage stratégique durable.

- Les agents de l'inspection du travail doivent être considérés comme un capital intellectuel recouvrant toutes les formes de ressources intangibles ainsi que leur interaction et dépend donc fortement de leur implication dans le processus de transition comme c'est le cas de la Tunisie. L'objectif est d'aider au pilotage de la performance socio-économique des structures concernées en faveur de la Tunisie et qui pourrait être appréhendé à travers les axes suivants :
- Une étude de l'étendue et de la complexité de l'intervention de cette institution, nous incite à prendre en compte l'analyse aussi bien quantitative que qualitative des règlements des conflits du travail. Pour pouvoir observer, analyser et mesurer l'ampleur, de la conciliation. Cette étude peut se faire non seulement avec les partenaires sociaux en impliquant UTICA, UGTT, UTAP, UGT, CONECT ONA, NGOs, SYNAGRI, les associations féminines UNFT et les femmes chef d'entreprise. Cette étude doit avoir l'appui des experts indépendants ou

auditeurs externes à travers des ONG spécialisées matière de l'Audit social et qui ont un comité scientifique avec des membres reconnus à l'échelle international et national comme l'Association Tunisienne de l'Audit pour l'Assainissement des institutions (ATASAI) et l'Association Tunisienne de l'Audit InterneI (AAIT).

- Cette étude avec les mesures prises impactera sur l'efficacité de l'Inspection du travail qui dépend en grande partie des efforts consentis par les pouvoirs publics à la mise en œuvre effective des mesures visant à maintenir un personnel en nombre suffisant, qualifié et motivé. Ainsi, les ressources humaines affectées à l'Inspection devraient se faire sur la base d'actions prioritaires clairement identifiées afin de garantir la réussite de la sélection du groupe devrait se baser sur des critères prenant en compte le profil de chaque personne (motivation, répartition des effectifs de l'Inspection du travail et de la conciliation selon le grade et les régions, poste fonctionnel, etc)
- Envisager une grille de compétence pour déterminer les critères de sélection.
- Dégager une action de formation ciblée et orientée (Audit social de compétence devrait être envisagé pour déterminer les besoins en formation en fonction du projet envisagé . Les indicateurs de dysfonctionnements en tant qu'écart constatés et révélés par les acteurs rencontrés par rapport au fonctionnement attendu sont des variables de synthèse qui révèlent un état d'inefficacité de l'organisation. Conçus pour une intervention limitée dans le temps (contrôle de conformité des situations de travail à une norme), dans une entreprise généralement identifiable à un établissement unique, et portant sur une collectivité de travail à statut homogène, la panoplie d'instruments à disposition de l'inspection du travail n'est plus adaptée. Les moyens ne sont pas efficaces pour analyser l'information dans un contexte marqué par l'éclatement de l'entreprise et des statuts d'emploi.
- Envisager un module à l'INTES de Tunisie en sur l'assistance technique de celui de Turin qui prend en compte une formation sur la qualité de l'information recueillie sur l'entreprise qui va largement conditionner la pertinence de l'intervention de l'Inspection du Travail. L'objectif d'action assigné à l'inspection du travail dans le domaine de la santé et de la sécurité au travail par exemple est ainsi de parvenir, au moyen des visites sur les lieux de travail, et de l'implication de tous les acteurs concourant à la prévention des risques professionnels dans l'entreprise, à l'application effective par le chef d'entreprise, des obligations suivantes:
- éviter les risques et évaluer les risques qui ne peuvent pas être évités; combattre les risques à la source; adapter le travail à l'homme, en particulier en ce qui concerne la conception et l'aménagement des lieux de travail et des postes de travail, le choix des équipements et des méthodes de travail et de production, la limitation du travail monotone et du travail cadence; tenir compte de l'état de l'évolution de la technique;
- Un module sur la planification de la prévention, en y intégrant, dans un ensemble cohérent, la technique, l'organisation du travail, les conditions de travail, les relations sociales et l'influence des facteurs ambiants ;
- Une assistance technique du BIT (Turin) dans les modules comme les formes de dialogue, des ateliers et des produits du savoir qui devrait laisser un impact durable sur certains participants pour influencer le développement d'un processus tripartite sur l'efficacité de l'inspection du travail doit prendre en compte les dysfonctionnements révélés par les acteurs qui s'inscrivent dans Communication-Coordination-Concertation (3C), une formation intégrée devrait être mise en œuvre au niveau des choix stratégiques du BIT de Tunis.

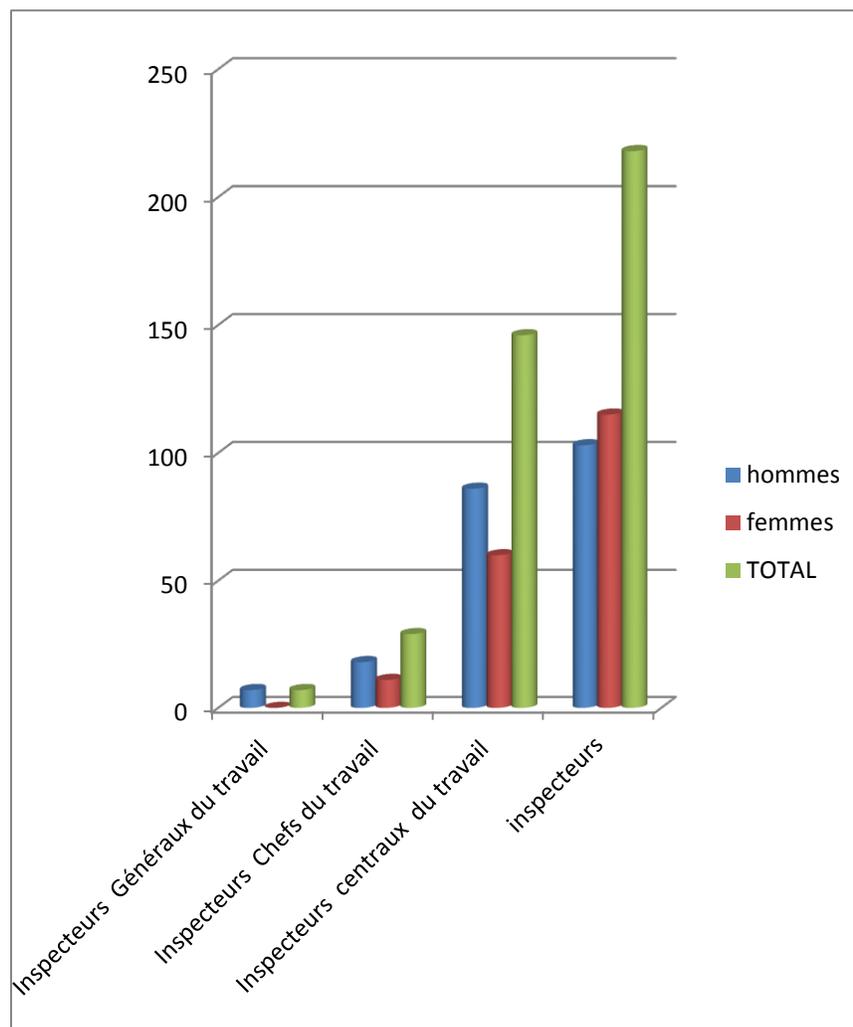
3. L'étude du genre concernant l'inspection du travail en Tunisie

Il est intéressant de remarquer qu'au sein des services d'inspection les femmes inspectrices du travail, aussi bien que les hommes, sont désignés dans les différentes fonctions des services d'inspection du travail²⁰⁴. Seulement, il ressort des informations fournies par le tableau des postes de direction ci-après désigné qu'aucun obstacle légal ne limite l'accès des femmes aux postes fonctionnels, mais au cours de sa carrière on remarque une stagnation. Dans les postes de responsabilités, on relève avec précaution que les chiffres disponibles montrent que, les effectifs de l'inspection du travail à la direction sont encore majoritairement masculins en dépit du fait que plus la moitié du corps de l'inspection du travail soit des femmes.

- Réaliser une matrice qui traitera de toutes les activités du système du BIT, en lien avec les projets en faveur des femmes avec l'appui des ONG, Ministères concernés de la femme et des affaires sociales . Instituer un cadre institutionnel au sein des ministères concernés, en envisageant une formation ciblée en faveur des femmes hauts cadres des administrations qui bénéficieront d'une formation avec un feedback sur l'ensemble des actions qui reste à faire et pour connaître leur degré d'implication une sorte de leader responsable féminin au sein des administrations devrait peut être créer.

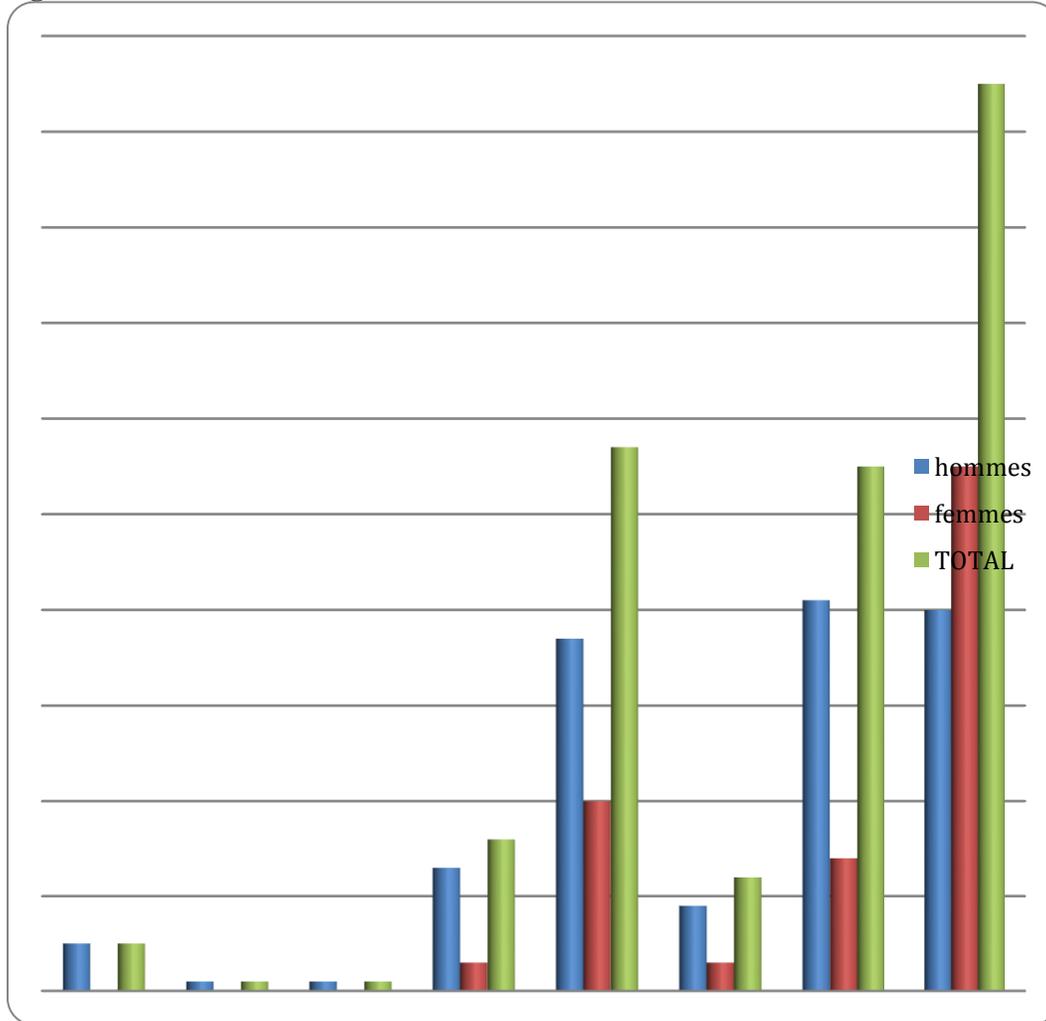
²⁰⁴ Aux termes de l'article 8 de la convention n°81 comme de l'article 10 de la convention n° 129, op. cit.

Graphique 1: Analyse de la parité hommes/femmes dans les grades²⁰⁵



²⁰⁵ Source: liste nominative des inspecteurs du travail en Tunisie de DGIT (MAS) année 2014

Graphique 2 : Analyse de la parité hommes/femmes dans les grades 2014



4. Le système de sécurité social tunisien

La méthode socio-économique présente une piste de réflexion qui devrait être prise en compte par le système de sécurité sociale tunisien qui doit rendre compatibles les objectifs sociaux et les objectifs économiques au sein des organisations.

En effet, les dysfonctionnements générés par les acteurs dont les objectifs sociaux sont insuffisamment pris en compte génèrent des coûts cachés élevés qui affectent la performance économique.

- Il est donc nécessaire de mettre en œuvre un système de management permettant de mieux prévenir les dysfonctionnements et de négocier avec les acteurs une situation préférée qui prenne mieux en compte leur attentes et où l'on réalloue la réduction des coûts cachés en faveur de la création de valeur ajoutée. Les actions d'amélioration des conditions de travail et de former des experts à cette méthode, constituent à notre connaissance le socle sur le lien entre santé au travail, travail décent et l'entreprise qui doit mettre en œuvre des actions

préventives très importantes pour prévenir les risques afin de mener des actions correctives ou préventives.

5. Dialogue social

Le dialogue social devrait peut être combiné entre les conseils et recommandations mais le poids relatif de ces deux dimensions varie en fonction des problèmes rencontrés.

- Les deux partenaires sociaux et la méthodologie du BIT exigent un meilleur équilibre dans l'engagement du gouvernement, les organisations de travailleurs et les organisations d'employeurs dans la conceptualisation, la planification, la mise en œuvre et l'évaluation des programmes et projets. Ces exigences supposent intérêt, la capacité, la disponibilité, les ressources de toutes les parties et la volonté de participer de manière efficace. Toutes les parties sont censées être les bénéficiaires communs de développement économique.
- C'est ainsi que les axes se trouvent être à la croisée d'un système socio-économique qui valorise les relations partenariales et gouvernementales. Ainsi, rapprochement, conciliation, divergence, opposition, orientation, conseil, trajectoire, perspective sont les principales tâches à développer.
- En fait, compte tenu de l'émergence des nouvelles formations syndicales, l'implication de la coordinatrice de projet dans l'amélioration de l'environnement social doit être réelle pour relever les défis d'un pays en transition. Vue l'importance de cette thématique, et la contribution de plusieurs parties prenantes aux objectifs du dialogue social la réflexion sur un outil d'une meilleure coordination au sein du système onusien et ministère concerné est nécessaire à l'échelle tant régional que local concernant la Tunisie.
- la mise en place des instances de représentation locaux de différents intervenants est une exigence légale et une opportunité pour avoir des interlocuteurs identifiés et légitimes et permet de traiter les questions liées aux stratégies. C'est une problématique très complexe parce qu'elle suppose un changement de la nature des rapports sociaux. Elle exige la formation des intervenants pour en faire des acteurs responsables et contributifs aux choix adoptés à l'échelle local.
- La modernisation des relations sociales dans cette démarche en Tunisie qui n'a pas une tradition en matière de dialogue social à l'échelle local, ne doit pas être traitée uniquement sous l'angle d'impératif réglementaire. Il faut l'inscrire dans une perspective de dépassement du risque de conflictualité pour créer les conditions favorables à l'émergence d'un contexte de communication, de responsabilisation et d'implication des partenaires sociaux dans les projets de développement de leurs régions.
- Seule la consolidation de la légitimité des partenaires sociaux à l'échelle nationale et locale de leurs multiples interventions et la mise en évidence de leurs fonctions peuvent constituer un véritable catalyseur pour instaurer le dialogue, base de toute intervention dans le système des relations professionnelles.
- Il est indispensable de les doter des moyens propres à veiller sur la stabilité du tissu économique et social du pays et ce, en élargissant leur champ d'action tout en confortant la structure et son organisation à travers des formations ciblées. Cette bivalence nécessite impérativement le repositionnement des partenaires sociaux, d'une part et le rôle que doivent jouer des élus locaux.

Annexe I

Tableau des conventions collectives ratifiées

Convention	Ratification	Insertion au code du travail tunisien	Note
C029 Convention (n° 29) sur le travail forcé, 1930	17 déc. 1962		En vigueur
C087 Convention (n° 87) sur la liberté syndicale et la protection du droit syndical, 1948	18 juin 1957		En vigueur
C098 Convention (n° 98) sur le droit d'organisation et de négociation collective, 1949	15 mai 1957		En vigueur
C100 Convention (n° 100) sur l'égalité de rémunération, 1951	11 oct. 1968	(art. 5 de la convention collective cadre) relative à la discrimination entre hommes et femmes en matière d'emploi et de rémunération art. 11 de la convention collective cadre non-respect du principe d'égalité entre l'homme et la femme, consacré par l'article 5 bis du CT, est sanctionné par une amende de 24 à 60 dinars en application des dispositions de l'article 234 du CT. la loi n° 81-46 du 29 mai 1981 (JORT n° 38 du 2 au 5 juin 1981) modifiée et complétée par la loi n° 89-52 du 14 mars 1989 (JORT n° 20 et 21 mars 1989). (Art. 15 bis) du CT obligation pour toute entreprise soumise au code du travail et employant au moins 100 salariés de réserver 1% des postes d'emploi à des personnes handicapées. Art. 6-4, 3 du CT égalité de chances au niveau de l'accès à l'emploi	En vigueur
C105 Convention (n° 105) sur l'abolition du	12 janv. 1959		En vigueur

travail forcé, 1957				
C111 - Convention (n° 111) concernant la discrimination (emploi et profession), 1958	14 sept. 1959 (JORT n° 27 du 2 juillet 1968).	Art. 5 bis du CT. Cet article a été ajouté au code par la loi n° 93-66 du 5 juillet 1993 (JORT n° 50 du 6 juillet 1993). Relatif à la non-discrimination en matière de rémunération entre les travailleurs qu'ils soient permanents ou occasionnels		En vigueur
C138 - Convention (n° 138) sur l'âge minimum, 1973 Age minimum spécifié: 16 ans	19 oct. 1995	Article 53 du CT relatif à l'interdiction de l'emploi des enfants de moins de 16 ans, ce qui correspond à l'âge de scolarité obligatoire. L'article 58 du CT prévoit aussi que l'âge minimum d'admission au travail ne peut être inférieur à 18. L'article 20 de ce code mentionne l'exploitation économique parmi ces situations. Le Code national de Protection de l'enfant adopté en 1995, classe également « L'exposition de l'enfant à la mendicité et son exploitation économique ratifiées par la Tunisie la loi n° 68-21 du 2 juillet 1968 portant ratification de la convention n° 100 (Art. 7), JORT n° 55 du 6 août 1991. concernant l'âge minimum d'admission à l'emploi (V. les art. 53-2 à 57 CT). Loi n° 65-25 du 1 juillet 1965, JORT n° 35 du 2 juillet 1965. Relative aux travaux domestiques autorise d'engager des enfants à partir de l'âge de 14 ans.		En vigueur
C182 - Convention (n° 182) sur les pires formes de travail des enfants, 1999	28 févr. 2000 : la loi n° 2000 1 du 24 janvier 2000 portant ratification de la convention n° 182 (JORT n° 8 du 28 janvier			En vigueur
C006 - Convention (n° 6) sur le travail de nuit des enfants (industrie), 1919	12 janv. 1959	Dénoncée le 24 mai 1974		Pas en vigueur
C058 - Convention (n° 58) (révisée) sur l'âge minimum (travail maritime), 1936	14 avr. 1970	Dénonciation automatique le 19 oct. 1996 par convention C138		Pas en vigueur
C059 - Convention (n° 59) (révisée) de l'âge minimum	14 avr. 1970	Dénonciation automatique le 19 oct. 1996 par convention C138		Pas en vigueur

(industrie), 1937			
C087 - Convention (n° 87) sur la liberté syndicale et la protection du droit syndical, 1948	18 juin 1957	les dispositions du code du travail relatives aux syndicats professionnels (art. 242 à 257). La liberté syndicale en droit tunisien. L'art. 157 à 169 du CT sur les commissions consultatives d'entreprises et les délégués du personnel. Les dispositions prévues par les articles 5 et 6 de la convention collective-cadre.	En vigueur
C089 - Convention (n° 89) sur le travail de nuit (femmes) (révisée), 1948A ratifié le Protocole de 1990	15 mai 1957	les dispositions du code du travail relatives aux syndicats professionnels (art. 242 à 257). La liberté syndicale en droit tunisien. Les art. 157 à 169 du CT sur les commissions consultatives d'entreprises et les délégués du personnel. Les dispositions prévues par les articles 5 et 6 de la convention collective-cadre.	En vigueur
C090 - Convention (n° 90) sur le travail de nuit des enfants (industrie) (révisée), 1948	26 avr. 1961		En vigueur
C112 - Convention (n° 112) sur l'âge minimum (pêcheurs), 1959	14 janv. 1963	Dénonciation automatique le 19 oct. 1996 par convention C138	Pas en vigueur
C123 - Convention (n° 123) sur l'âge minimum (travaux souterrains), 1965	24 juil. 1967	Dénonciation automatique le 19 oct. 1996 par convention C138	Pas en vigueur
C124 - Convention (n° 124) sur l'examen médical des adolescents (travaux souterrains), 1965	Ces deux textes ont été jugés contraires aux dispositions des conventions n° 29 et 105 par la commission de contrôle de l'application des conventions et	la loi n° 89-51 du 14 mars 1989, aujourd'hui abrogée et remplacée par la loi n° 2004-1 du 14 janvier 2004. La loi du 14 mars 1989, dans son article 3, prévoyait que les appelés au services national « peuvent, à l'issue d'une formation militaire de base (...), être dirigés soit au titre d'une affectation collective dans les forces de sécurité intérieure et dans les unités de	En vigueur

	recommandations de l'OIT. la promulgation de la loi n° 95-9 du 23 janvier 1995 avait abrogé les dispositions du décret-loi du 15 août 1962 et de la loi du 8 mars 1978 et supprimer ainsi les mesures de travail rééducatif et de service civil.	développement, soit au titre d'une affectation individuelle dans l'administration ou les entreprises ou dans le cadre de la coopération technique... De telles affectations ne sont pas admises, à la lumière de la convention n° 29	
C135 - Convention (n° 135) concernant les représentants des travailleurs, 1971	25 mai 2007		En vigueur
C151 - Convention (n° 151) sur les relations de travail dans la fonction publique, 1978	11 févr. 2014	La convention entrera en vigueur pour Tunisie le 11 févr. 2015.	Pas en vigueur
C154 - Convention (n° 154) sur la négociation collective, 1981	11 févr. 2014	La convention entrera en vigueur pour Tunisie le 11 févr. 2015.	Pas en vigueur