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**Assembly/AU/20(XXIV)**  
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**REPORT ON THE FOLLOW-UP ON THE OUAGADOUGOU 2004**  
**SUMMIT: EMPLOYMENT, POVERTY ERADICATION AND**  
**INCLUSIVE DEVELOPMENT IN AFRICA**

**FOLLOW-UP ON THE OUAGADOUGOU 2004 SUMMIT: EMPLOYMENT,  
POVERTY ERADICATION, INCLUSIVE DEVELOPMENT  
IN AFRICA INTRODUCTORY NOTE**

1. In September 2004, the African Union (AU) Extraordinary Summit on Employment and Poverty Alleviation in Africa held in Ouagadougou adopted a Declaration, Plan of Action and Follow up Mechanism for Implementation, Monitoring and Evaluation.
2. After ten years of implementation marked by four biennial and two comprehensive follow-up reports, the 19th Ordinary Session of the AU Executive Council decided (EX.CL/Dec.648 (XIX)) to hold a Special Session of the Labour and Social Affairs Commission (LSAC) to evaluate the implementation of the 2004 Ouagadougou Declaration and Plan of Action on Employment Promotion and Poverty Alleviation. The Special Session held in Windhoek, Namibia, in April 2014 as to prepare an Extraordinary Session of the Assembly in Ouagadougou (Ouaga+10) in September 2014, as per Assembly Decision Assembly/AU/Dec.498 (XXII)). It considered the Second Follow-up Comprehensive Report on the implementation of the Ouagadougou 2004 Declaration and Plan of Action, and then considered new policy instruments for the next decade.
3. The Extraordinary Summit was expected to adopt a Declaration and Plan of Action on employment, Poverty Eradication and Inclusive Development, as well as their follow-up mechanism, a Programme on Labour Migration and a Public-Private Partnership framework on Jobs Creation and Inclusive Development. At the request of the host country the Summit was postponed sine die, as a result of the Ebola epidemics in the region and a subsequent decision of ECOWAS Secretariat to suspend regional meetings.
4. The main challenges in implementing the 2004 Ouagadougou Plan of Action were:
  - (i) the large number of KPAs, Strategies and Recommendations;
  - (ii) the lack of financial resources at all levels;
  - (iii) the weakness of labour market institutions;
  - (iv) the persistent weak political will with concrete commitment;
  - (v) the poor coordination between institutions concerned by the challenges of the labour market. With regard to the mentioned challenges, the Regional Economic Communities (RECs) should have played a central role in the implementation process of the Plan of Action, but they did not have the required human capacity to do so.
5. The progress assessment made by the Second Follow-Up implementation report (April 2014) did, among others, the following recommendations for the future policy setting:

- (i) deal with the persistent challenge of underemployment and underemployment, in particular of youth and women;
- (ii) streamline the key Priority Areas;
- (iii) increase level of Political Commitment;
- (iv) imperative of policy and institutional coherence for better coordination and efficiency;
- (v) need of more and better coordinated involvement of RECs and international partners;
- (vi) necessity to reform the vocational and technical education system;
- (vii) imperative for increased resource mobilization and allocation based on national budgets;
- (viii) need to strengthen the Follow up Mechanism for Implementation, Monitoring and Evaluation, with targets and indicators for result-based policy;
- (ix) need to accelerate social protection extension to informal economy and rural workers; and
- (x) imperative to develop labour migration and regional economic integration.

**6.** In the process of implementing the 2004 Ouagadougou PoA, a set of other targeted policy instruments and programmes/projects were developed. Having concern for the fact that Africa is the least productive region in the world, the AU Executive Council engaged in a two-pronged strategy by adopting the Productivity Agenda for Africa coupled with the Social Dialogue Guidelines. In line with the Key Priority Area 4 of the 2004 Ouagadougou PoA, two instruments were enacted: the Programme on Upgrading the Informal Economy and the Social Protection Plan for the Informal Economy and Rural Workers (SPIREWORK). They reflect the priority of the AU Political Leadership for inclusive growth, equity and respect for rights of all categories of workers in the job market dominated by the informal economy and rural sectors.

**7.** To achieve the mentioned objectives, the Ouagadougou + 10 policy areas will focus on six (06) Key Priority Areas:

- (i) Political Leadership, Accountability and Good governance;
- (ii) Youth and Women Employment;
- (iii) Social Protection and Productivity for Sustainable and Inclusive Growth;
- (iv) Well-functioning and inclusive Labour Market Institutions;
- (v) Labour Migration and Regional Economic Integration;
- (vi) Partnership and Resource Mobilization.

**8.** Considering the persisting demand for accelerated youth integration in the labour market, taking into account the imperative to prepare for the immediate

implementation of the AU Agenda 2063 and its First Ten Years Programme which both entails important goals and targets on employment, social protection and social security for inclusive development and well-being of African people, the Commission has proposed to submit the Ouaga+10 Policy instruments to the Ordinary Session of the Assembly in Addis Ababa in January 2015.

**9.** The Assembly is expected to adopt the following:

- (i) Declaration on Employment, Poverty Eradication and Inclusive Development;
- (ii) Plan of Action on Employment, Poverty Eradication and Inclusive Development encapsulating the six key priority areas;
- (iii) Follow-Up Mechanism;
- (iv) Programme on Labour Migration and Regional Integration and;
- (v) Public-Private Partnership Framework on Jobs Creation and Inclusive Development.

**Assembly/AU/20(XXIV)**  
**Annex 1**

**PLAN OF ACTION ON EMPLOYMENT, POVERTY ERADICATION AND  
INCLUSIVE DEVELOPMENT IN AFRICA**

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**EXTRAORDINARY SUMMIT OF THE AFRICAN UNION  
ON EMPLOYMENT, POVERTY ERADICATION AND  
INCLUSIVE DEVELOPMENT  
3-7 SEPTEMBER 2014  
OUAGADOUGOU, BURKINA FASO**

Theme: *“Employment, Poverty Eradication and Inclusive Development”*

**PLAN OF ACTION ON EMPLOYMENT,  
POVERTY ERADICATION AND INCLUSIVE  
DEVELOPMENT IN AFRICA**

## **PLAN OF ACTION ON EMPLOYMENT, POVERTY ERADICATION AND INCLUSIVE DEVELOPMENT IN AFRICA**

### **Background/Introduction:**

- 1.** In 2004, the Extraordinary Summit of Heads of State and Governments of the African Union adopted a Declaration and a Plan of Action on Employment and Poverty Alleviation, with their Follow-Up Mechanism. After ten years of implementation, the challenges of high levels of unemployment and underemployment are still prevalent. The assessment of the Ouagadougou 2004 Extraordinary Summit highlights the following: the implementation was limited by the weak institutional capacity at national regional and continental levels, limited financial resources, lack of capacity building and the wide range of Key Priority Areas contained in the Plan of Action. Other factors relate to the absence of targets and indicators which would facilitate the planning and follow up by Member States, and to the weak coordination with the undertakings by international development partners.
- 2.** In the course of the implementation period, the AU political leaders stressed the importance of strategic topics such as social protection for the informal economy and rural workers, productivity improvement in particular in the SMES and the public sector, formalization of the informal economy, labour migration and the need to strengthen technical cooperation in employment issues between Member States.
- 3.** Subsequently, in a new Decade of commitment to labour, employment and social protection, the following six Key Priority Areas have been selected for special focus:

  - a) Political Leadership, Accountability and Good Governance;
  - b) Youth and Women Employment;
  - c) Social Protection and Productivity for Sustainable and Inclusive Growth;
  - d) Well-functioning and inclusive Labour Market Institutions;
  - e) Labour Migration and Regional Economic Integration;
  - f) Partnership and Resource Mobilization.
- 4.** With the aim of facilitating the effective implementation of the new commitment enshrined in this Plan of Action, a limited number of strategies are articulated forth the six Key Priority Areas, and roles are assigned at different levels of responsibility. The Plan of Action will be implemented through periodic programmes which will be shared with international development partners through appropriate fora at all levels. The implementation approach is built on the principle of subsidiarity which puts the RECs in the driving seat.

**Key Priority Area 1: Political Leadership, Accountability and Good Governance**

**Expected Outcome:** High Level Political Leadership commitment for achieving inclusive broad based growth to eradicate working poverty, achieve full and productive employment, decent work and ensure social cohesion in the context of post-2015 Development Agenda, the AU Agenda 2063 and the attainment of the Sustainable Development Goals (SDGs).

**Strategies:**

**By Member States:**

- a) Establish High Level Policy Orientation and Review at Ministerial level to sustain and direct political engagement and support to comprehensive national employment policies and strategies;
- b) Realize policy coherence through the development and implementation of pro-employment macro-economic and sectoral development policies as well as employment and labour market policies to promote broad based inclusive growth and poverty eradication through enhancing their employment and productivity-growth outcomes. Mainstream employment in all sectoral strategies and develop effective institutional coordination and implementation mechanisms; fully integrate employment policies in national budgeting frameworks as well as monitoring and evaluation frameworks; and combat malpractices such as corruption that constrain the productive jobs creation potential of the private sector and investment;
- c) Promote structural transformation and value addition for long term competitive productive employment creation and development.
- d) Adopt a developmental state role to attract, guide and direct investments into productive and employment intensive sectors while promoting a conducive business environment and economic stability.
- e) Integrate and translate employment policies into legal frameworks for an effective Rights-Based approach to employment policies;
- f) Build institutional coherence on labour market governance by enhancing the organic coherence between the core labour market functions of employment, Labour, TVET and Skills development;
- g) Increase appropriate budget allocation for employment policies and programmes, as part of the macro framework such as the Medium Term Expenditure Framework;
- h) Develop and strengthen labour market information system for informed policy making, implementation, monitoring and evaluation.



- i) Strengthen the business environment to enable investment and technology transfer in high labour-intensive sectors and to boost a private sector – led growth that would increase employment opportunities.
- j) Strengthen human resource planning policies especially in key areas such as health, education where shortage of manpower can be detrimental to human development and inclusive development.
- k) Create and strengthen institutions of social dialogue for inclusive broad based participation on issues relating to accountability and transparency in respect to employment, job rich growth, social protection, productivity, and poverty eradication and amongst others..

**By AUC and RECs:**

- a) Ensure regular accountability of the Assembly of Heads of States through biennial progress reviews on the implementation of the Key Priority areas by Member States and Regional Economic Communities, a Mid Term Evaluation in 2019 and a final evaluation in 2024;
- b) Use the existing AU accountability mechanisms as well as voluntary initiatives such as the APRM to review regional instruments and frameworks and provide Member States with adequate policy space to pursue dual objectives of promoting job-rich growth and ensuring economic stability.
- c) Support Member States, in collaboration with development and social partners, to develop and strengthen their national labour market information systems and develop regional and continental labour market information systems that build on national systems.
- d) Develop and implement tools for measuring and reporting on social exclusion, with technical support of UN agencies and independent experts;
- e) Strengthen political and economic governance by creating platforms that enable citizens and non-State actors (NGOs, civil society associations, community-based organizations) to raise their voices on issues relating to accountability and transparency with respect to employment and inclusive growth.

**Key Priority Area 2: Youth and Women Employment**

**Expected Outcome:** Reduction of Youth and Women unemployment, underemployment and vulnerability

**Strategies:**

**By Member States:**

- a) Mainstream youth and women employment in macroeconomic sectoral and labour market policies to address their peculiar needs, taking cognizance of the fact that neither the youth nor women constitute homogenous groups.
- b) Support Youth and Women participation in the policy dialogue on employment and other related policies.
- c) Promote an integrated approach; linking employment, poverty reduction and inclusive development policies, to reduce the high poverty level of youth and women; in concert with social partners and UN agencies.
- d) Develop tailor-made and comprehensive packages of labour market policies that address both the demand and supply side of the labour market; member states to select and customize appropriate active labour market policy measures that suit their circumstances including for example labour market training schemes, public employment programmes, wage subsidies, employment services that provide job search and matching career guidance services, job and training funds, etc.
- e) Take urgent steps to improve and increase responsiveness of the education and training systems to current and future labour market needs in order to address the pervasive and structural skills mismatch; and urgently conduct skills needs identification and forecast for effective matching of skills demand and supply in the formal and informal economy; and for addressing the lengthy unemployment duration of most young and women particularly for those in rural settings.
- f) Develop innovative public private partnerships, including provision of incentives in skills development and create platforms for continuous dialogue between the training institutions and business.
- g) Create programmes for recognition of skills and competencies as well as functional platforms for meaningful youth and women participation and inclusion in all socio-economic and political spaces.
- h) Provide stewardship as national Governments and achieve policy coherence in National and Regional Certification Frameworks for Education and Vocational Training, as well as the development of integrated and cross-sectoral National and Regional Youth Employment Action Plans
- i) Promote and implement a pathways approach to education and training to dispel the negative perception of technical and vocational training.

- j) Support youth and women self-employment and entrepreneurship, through better training in basic business skills and a business environment that is sensitive to the needs and expectations of youth and women ensuring provision of comprehensive packages that include skills training, entrepreneurship development, access to finance, markets, mentorship as well as other business development services.
- k) Support social entrepreneurship and businesses, in particular, cooperatives as sustainable and successful business enterprises and improve the ease of doing business contributing to employment generation, social protection floors, vulnerability reduction, inclusive growth and poverty eradication; the support should be extended to the social sector of the NGOs, CBOs and FBOs as means to promote inclusive growth through employment and social protection interventions;
- l) Promote financial inclusion of women and youth in rural areas to alleviate constraints as represented by lack of access to finance by firms, households and individuals, with a focus on exploring innovative financial services (such as savings, insurance, credit, money transfer).
- m) Develop and implement preferential procurement policies and promote access to market in support of youth and women businesses.
- n) Promote backward and forward linkages between large foreign direct investment enterprises with local enterprises emphasizing local content
- o) Optimize female labour force participation and women empowerment through promoting equal access to work and improving working conditions for women; and implement Decision EX/CL/117(V) and Declaration on Gender Equality in Africa adopted by the Fifth Ordinary Session of the Executive Council and the Third Ordinary Session of the Assembly of Heads of State and Government
- p) Provide appropriate fiscal and social incentives to support job creation for youth and women in the Micro, Small and Medium Sized Enterprises, Agriculture, Informal Economy, Cultural Industries and arts related careers, and the Services, in particular ICT based services;
- q) Develop comprehensive human resource development plans that continuously assess, forecast and plan labour market skills requirements and feed into the training systems;
- r) Develop and/or strengthen comprehensive labour market information with gender and youth fully mainstreamed:
- s) Support and strengthen institutions which can assist young new entrants into the labour market including school-based job and career bazaars and other income generating initiatives;
- t) Promote an integrated approach to linking employment, poverty reduction and inclusive development policies to reduce the high poverty

level of youth and women, with a particular focus on the most vulnerable categories including those with disabilities, HIV and AIDs, TB and malaria.

**By AUC and RECs:**

- a) Mainstream youth and women employment in the **NEPAD, CAADP, PIDA, AIDA** and other relevant AU Programmes;
- b) Enhance the Policy Dialogue space within the AU policy organs to support the common vision and sustained engagement on youth and women employment promote special policies in a multi-stakeholders approach;
- c) Promote Youth and women decent employment for peace, reconstruction and development in post conflict countries;
- d) Promote a **“Safe Youth and Women Work Campaign”**, advocating for safer and secure working conditions for youth and women;
- e) Implement a regional and continental Public-Private Partnership on promoting Youth and Women Employment including Corporate Social Responsibility with a focus on the most vulnerable groups.
- f) Identify economic factors at regional and continental levels which would provide ample industrial development opportunities and job creation potential through development of the required skilled labour force ( in beneficiation of diamond, gold, precious stones, wood, leather, etc) and promote integrated skills development initiatives;
- g) Ensure experience sharing on youth and women employment, including through regular publication of a booklet or newsletter of good practices on youth and women employment.
- h) Support harmonization of qualifications to support mobility of labour at sub regional level (RECs) and eventually at the continental levels.
- i) Support Member States in elaborating and implementing labour market information systems and develop regional and continental LMIS that is women and youth responsive.
- j) Develop regional and continental youth and women dialogue fora on employment, social protection and skills;.

**Key Priority Area 3: Social Protection and Productivity for Sustainable and Inclusive Growth**

**Expected Outcome:** Extended social protection floors coverage to the excluded? categories of workers and members of their families, including domestic workers, people living with HIV, TB and

Malaria and people with disabilities and improve productivity and competitiveness in Africa

**Strategies:**

**By Member States:**

- a) Undertake multi-sectoral studies to assess the situation of social protection for the informal economy and rural workers, and members of their families and utilise findings in developing national plans to implement the Social Protection Plan For the Informal Economy and Rural Workers (SPIREWORK) as priority for the government with the support of international partners;
- b) The Country Social Protection Plan For the Informal Economy and Rural Workers (SPIREWORK) should encompass (i) a Minimum Social Protection Package, (ii) a friendly legal and regulatory framework, (iii) advocacy, statistics and knowledge management, (iv) organisation and networking for empowerment and effective participation of the informal workers, and (v) policy and social dialogue;
- c) Develop flexible feasibility, costing and sustainable funding strategies, combining contributory and non-contributory schemes for the nationally defined SPIREWORK programmes, to curb public spending and to alleviate pressures on limited public resources for social protection;
- d) Ensure progressive formalization of the informal economy through enabling legal and regulatory environment for sustainable enterprises, skills development, progressive extension of labour and social protection, building on synergies and complementarities between SPIREWORK and the ILO Social Protection Floor Recommendation (no 202), productivity promotion and encouragement for organizing of informal workers and enterprises;
- e) Take specific measures to extend decent working conditions, labour and social protection to domestic workers, workers living with HIV and AIDS, workers with disabilities; and to develop and implement more gender sensitive social protection policies and programs in the informal economy;
- f) Promoting an integrated approach in terms of addressing gender inequality and linking poverty reduction, maternity and health protection and access to social protection for working mothers in the informal economy to enable a better conciliation of work, family and care responsibilities.
- g) Take appropriate steps to eliminate all forms of unacceptable work, including child labour and ensure occupational health and safety;
- h) Social security agencies should provide financial support and technical expertise to extend social protection to rural and informal economy

workers and their families thus implementing national SPIREWORK programmes

- i) Invest in relevant studies and research to enhance the capacity of national statistics on social protection areas;
- j) Design comprehensive social protection programmes that address the needs of the vulnerable women and youth in the labour market
- k) Enhance the productivity and competitiveness of African economies , with focus on the SMEs, Micro Enterprises, Private and Public Sector, agricultural sector and informal economy in line with the Productivity Agenda for Africa;
- l) Strengthen capacity of national level centres for productivity enhancement and encourage the establishment of such centers where they do not exist
- m) Accelerate the formation of continental body with view to formation of National Productivity Organisations(NPOs)in Africa.
- n) Introduce funding mechanisms for productivity and social protection programmes.
- o) Implement a continental special initiative on social security targeting the SMEs in collaboration with the RECs.
- p) Promote a culture of productivity and innovation among people in Africa; and a social protection culture among rural and informal economy workers, including education and public awareness programmes on social security,

**By AUC:**

- a) Mainstream SPIREWORK into the Comprehensive African Agriculture Development Programme (CAADP), leveraging the cooperative enterprises and micro finance institutions to promote social protection for rural workers and members of their families;
- b) Implement a continental special initiative on social security targeting the SMEs, in collaboration with the RECs;
- c) Accelerate the implementation of the Productivity Agenda for Africa to support the AU policies on agriculture development, industrialization with focus on SMMEs and public service;
- d) Develop a Productivity and Competitiveness Index for Africa to promote benchmarking;
- e) Develop planning, implementation, monitoring and evaluation capacity through the establishment of a Center for Development and Promotion of Small Businesses and an African Productivity Council (APCO).

- f) Mainstream the response to HIV, TB and Malaria into the Productivity Agenda for Africa as a means to mitigate the devastating effect of these diseases on productivity.

**By International Development Partners:**

- a) Engage in better and regular coordination of their interventions on social protection at national, regional and continental levels;
- b) Support integration and coordination of social protection and inclusive development with the full involvement of the representatives of women and the most vulnerable category of workers;
- c) Assist Member States to build institutional capacity to implement social protection programmes, and contribute through relevant studies and research

**By RECs**

- a) Support portability of social protection benefits for migrant workers and protection of migrant workers
- b) Define social protection regional instruments, including on minimum package, to which Member States can subscribe and translate into national their social protection policy
- c) Establish data banks on social protection and share good practices
- d) Promote regional social dialogue on social protection and develop regional mechanisms and institutions on social protection

**Key Priority Area 4: Well-Functioning and inclusive Labour Market Institutions**

**Expected Outcome:** Enhanced and modernized the labour market institutions

**Strategies:**

**By Member States:**

- a) Develop and strengthen synergies and complementarities among the key labour market stakeholders through enabling the Public Employment Services to act as a hub for the improvement of services provision on self-employment and intermediation interventions;
- b) Establish and strengthen Employment and Human Resource planning, monitoring and evaluation units to create and enhance the strategic planning capacity in the ministries in charge of labour, employment, social protection and TVET;

- c) Foster the social dialogue mechanisms and institutions, while extending their realm to the informal economy and rural sector in support of balanced economic growth and social inclusion
- d) Reinforce the labour market institutions and improve their professionalization to support development policies and investment plans, focusing on open delivery of quality professional services to the SMEs and Micro Enterprises in the Informal Economy;
- e) Implement the Labour Market Information Systems Harmonization and Coordination Framework to strengthen Human Resource Planning capacities to enhance understanding, participation, and partnership in the formulation, implementation, and evaluation and monitoring of inclusive development policies;
- f) Undertake institutional, legal and other labour markets reforms to enhance employment and growth, ensure the inclusion of vulnerable groups, including people with disabilities, people with HIVs, migrants' workers and internally displaced persons.
- g) Promote internal policy coordination among ministries and other state agencies in policy development to enhance coherence, efficiency and effectiveness in mainstreaming employment in development plans and programs.
- h) Adopt and deepen reforms to remove distortions that encourage capital-intensive production techniques at the expense of labour-intensive ones;
- i) Enhance the capacity of local authorities in developing, implementing and monitoring of employment policies for effective local development for local employment, within the framework of the African charter on the values, principles of decentralization, local governance and local development
- j) Promote internal policy coordination among ministries and other State agencies and social partners in policy development to enhance coherence, efficiency and effectiveness in mainstreaming employment in development plans and programmes;
- k) Promote employment guarantee schemes to address unemployment specially in the rural areas as a short and medium term measure.

**By AUC:**

- a) Implement the Intra African Technical Cooperation Platform to take advantage of valuable technical expertise accumulated by Member States over decades in the areas of employment, labour, labour migration and social protection policies management;
- b) Undertake assessment of the African Regional Labour Administration Centres and upgrade them as specialized African structures to support



the implementation of AU Policies on labour, employment, social protection and migration;

- c) Promote social entrepreneurship, including establishment and strengthening of economically viable cooperative enterprises for jobs creation and extension of social protection to informal economy and rural workers;
- d) Strengthen the capacity of African labour market institutions to identify future skills and vocational training needs for inclusive growth and regional economic integration.

**By RECs:**

- a) Support the establishment of national tripartite coordinating committees on employment and labour issues to coordinate with RECs.
- b) Support or facilitate the establishment of national structures on Labour Market Information Systems.

**Key Priority Area 5: Labour Migration and Regional Economic Integration**

**Expected Outcome: Improved Labour Migration Governance for Economic and Social Integration in Africa.**

**Strategies:**

**By Member States:**

- a) Develop, harmonize and coordinate labour migration and social security legal and regulatory frameworks and investment codes, as well as skills accreditation frameworks in order to attract investors and support implementation of development policies; adopt national employment policies and labour codes that allow free movement of all people and workers at regional and intra-regional level as an essential component of regional economic and social cooperation and integration;
- b) Develop capacity of Labour Inspectorates, Public and Private Employment Services and Social Security agencies to govern labour migration through labour migration policies and legislation consistent with employment policies and effective administrative and technical structures, including workers' associations and employers' organizations;
- c) Develop legal frameworks to ensure that the private placement agencies engaged in international recruitments are operating according to national and international standards, including through bilateral and multilateral agreements in consideration of international fair and ethical recruitment and repatriation in order to guarantee availability of skills pool required for the development of African countries;

- d) Develop labour migration data collection, analysis and dissemination including through enhancement of the labour market information systems;
- e) Initiate friendly visa regimes to formal labour migrants to enhance free movement within the regions and between the regions.
- f) Create institutional mechanisms for regular dialogue on migration, between countries of origin, transit and countries of destination; including issues around travel restrictions (i.e. HIV and AIDS) and create structured recruitment management systems in both the countries of origin, transit and destination;
- g) Extend principles of equal treatment and non-discrimination between migrants workers and national workers as per international conventions on security, employment, working conditions, remuneration, vocational training, access to health and geographical mobility; migrant workers should be assisted to return and resettle in their State of origin through, inter alia, tax incentives for starting new businesses. These incentives will support the guarantee of acquired rights and the portability of social security.
- h) Facilitate the provision of specific social protection schemes to migrant workers including those in the informal economy and rural sector as well as those living with HIV and members of their families;
- i) Promote respect for, and protection of the rights of labour migrants through ratification and enforcement of labour standards, awareness raising programs and activities on national and international laws relating labour migrants, information, communication supporting positive public perceptions of migrants to combat discrimination and xenophobia, and better integrate the migrant workers in the host communities;
- j) Strengthen protection and employment of youth and women to reduce the increasing migratory pressures and the risks for irregular migration and human trafficking.
- k) Develop an appropriate mechanism to enhance the contribution of labour migration to national development.

**By RECs:**

- a) Establish regional labour exchanges, including the utilization of ICT, with a view to facilitating the employment of available human resources of one Member State in other Member States experiencing shortages of skilled labour; and support good practices exchange;
- b) Strengthen intra-regional and inter-regional cooperation on labour migration and facilitate regional labour migration dialogue through regional policy bodies and technical administrations competent on labour,

occupational health and safety, employment, social protection and skills development;

- c) Mainstream gender perspective as well as HIV and AIDs in labour migration programmes, including accounting for the specific needs of women in the informal cross-border trade who are particularly at risk of harassment, violence and HIV and AIDs;
- d) Facilitating the recognition of qualifications and credentials, elaborating annual review of skill gaps and ensuring public / private sector partnership across RECs.
- e) Ensure ratification and enforcement of regional protocols and international conventions relating to freedom of movement and right to establishment.
- f) Ensure access to social protection systems for legal migrant workers in the informal economy;
- g) Address the challenges relating to migrant domestic workers within and outside Africa, especially in respect of abuses, violation of fundamental rights and social and economic vulnerability.

**By AUC:**

- a) Establish with other regions of destination, mechanisms for dialogue on Labour Mobility and Circular Migration to improve understanding of the key trends and challenges, facilitate the identification of common policy concerns, and support regular labour migration and its impact on development, agreement on mutual recognition of skills and accreditation with commitment to invest in human resources through upgrading the TVET systems in sending countries to mitigate the challenge of brain drain;
- b) Ensure coherence and coordination between trade and labour market policies to achieve a higher overall rate of employment creation and attenuate some of the pressures of global competition for jobs, in collaboration with the RECs;
- c) Support the Labour and Social Affairs Commission in follow-up, monitoring and evaluation of policies and programmes on labour migration including the role of African labour migrants on social and economic development.
- d) Develop sound human resource planning policies to address the African brain drain and brain waste and to promote knowledge and skills transfer and the contribution of highly skilled migrants and scientific diasporas toward education, scientific and technological research and social and economic development.

- e) Create a tripartite African Labour Migration Advisory Committee of the AU LSAC to improve labour migration governance in Africa, addressing the issues of labour force gaps, social protection mechanisms initiated by member states, and RECs;
- f) Promote implementation of the Migration Policy Framework for Africa

### **Key Priority Area 6: Partnership and Resource Mobilization**

**Expected Outcome:** Enhanced Partnership and Resource Mobilization to effectively implement the Declaration and Plan of Action at all levels.

#### **By Member States:**

- a) To increase national budget allocation to employment and social protection policies and programmes, including through Medium Term Expenditure Frameworks developed by Member States;
- b) To set employment and social protection as priority areas within the framework of international cooperation agenda of the Member States;
- c) Strengthen medium term programmes based partnerships with international development partners;

#### **By AUC:**

- a) To facilitate the implementation, monitoring and progress evaluation of the Plan of Action, and development of a detailed and budgeted four year programme with targets and indicators by the AUC within the framework of its planning process. Mid Term and Final Evaluation reports will be produced in 2019 and 2025;
- b) Through the implementation of the Strategic Document on Resource Mobilization, enhance the planning, monitoring and evaluation capacity of the ministries in charge of labour, employment, social protection and TVET to mobilize resource required for the implementation of employment policies;
- c) The AUC and the AfDB to consider establishing an Employment and Social Cohesion Fund to provide support to the implementation, follow-up, monitoring and evaluation of the Declaration and Plan of Action with appropriate mechanisms at each level;
- d) Ensure effective participation of the continent in global forums where employment, social protection, migration, labour, productivity and poverty eradication are discussed for position, standard setting, guidelines and policy development formulation;
- e) Establish implementation, follow-up, monitoring and evaluation mechanisms to be used at all levels by stakeholders in their endeavor to

achieve the orientations of the Declaration and the objectives of the Plan of Action.

**By all Stakeholders level:**

- a) Establish/strengthen Public-Private Partnerships at all levels, including Corporate Social Responsibility schemes;
- b) Identify and develop at all level plans, programmes and projects, with costing formulating the level of required resources for their funding by national budgets and in consultation with other international funding partners;
- c) Organize a roundtable with international development partners and social partners to support the implementation of policies, programmes and action plans developed on employment, labour and social protection; Organize periodic (biennial)donor conferences with international development partners on funding on specific aspects of the Plan of Action.

**Conclusion:**

**5.** The successful and sustained implementation of this Plan of Action and the Declaration requires strong partnerships and broad sustainable funding mechanism at national, regional, continental and international level. To this effect, each Member State commits to increase its budget to employment and social protection policies while forging and sustaining partnerships with the private sector, Non-Governmental Organizations, Trade Unions and Employers' Organizations, Civil Society Organizations, Faith Based Organizations and Community Based Organizations. .

**6.** Member States are therefore called upon to identify their priorities according to their national conditions and specificities, their development status, as well as their human, financial and national resources and institutional capacities.

**7.** The African Union should strengthen technical cooperation activities on capacity building with member States and RECs for a better governance of employment and social protection for strengthening its fundamental role in inclusive growth and regional economic integration.

**Assembly/AU/20(XXIV)  
Annex 2**

**FOLLOW UP MECHANISM FOR IMPLEMENTATION, MONITORING  
AND EVALUATION OF THE PLAN OF ACTION ON EMPLOYMENT,  
POVERTY ERADICATION AND INCLUSIVE DEVELOPMENT**

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**EXTRAORDINARY SUMMIT OF THE AFRICAN UNION  
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***THEME: « Employment, Poverty Eradication and Inclusive Development »***

**FOLLOW UP MECHANISM FOR IMPLEMENTATION, MONITORING AND EVALUATION  
OF THE PLAN OF ACTION ON EMPLOYMENT, POVERTY ERADICATION AND  
INCLUSIVE DEVELOPMENT**

## FOLLOW UP MECHANISM FOR IMPLEMENTATION, MONITORING AND EVALUATION OF THE PLAN OF ACTION ON EMPLOYMENT, POVERTY ERADICATION AND INCLUSIVE DEVELOPMENT

### I. Introduction

1. The Follow up Mechanism for Implementation, Monitoring and Evaluation was adopted by the Extraordinary Summit on Employment and Poverty Alleviation for Africa (Ouagadougou, September 2004).

2. The Ouagadougou Summit reiterated the special importance of the need for more effective follow up and reporting mechanisms. This was due to the observation that the objectives of the 2004 Ouagadougou Declaration and Plan of Action on Employment and Poverty Alleviation had not been fully achieved partly because of weak coordination and absence of an effective mechanism with user-friendly and practical progress assessment tools to follow up the implementation, monitoring and evaluation. The follow-up process was also rendered problematic by the lack of a planning instrument defining targets and indicators, and the weak/loose articulation of national and sub-regional policies with the 2004 Ouagadougou Declaration and Plan of Action. Another noticeable factor is the irregularity and disparities observed in the discharge by the RECs of their reporting responsibilities, while their Member States were rather reporting directly and exclusively to the Commission of the African Union.

3. The persistent need for a more integrated, interrelated and coherent mechanism existed to review the implementation of the commitments enshrined in the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive development adopted at the Extraordinary Summit of Heads of States and Governments in Ouagadougou in September 2014. The review addresses the implementation process and outcomes at the national, regional and continental levels, including interventions by international partners, and to identify progress and challenges in order to make changes where needed.

4. The deployment of this mechanism at all levels will be guided by the AU 2063 Vision which aims at eradicating poverty in the continent.

5. The overall theme of this Extraordinary Summit was “**Employment, Poverty Eradication and Inclusive Development**”, which will serve to guide the implementation of the Summit outcomes and further related decisions.

6. It is in view of the above that the following is proposed as the Follow-up and Evaluation Mechanism of the outcome of the Extraordinary Summit on Employment, Poverty Eradication and Inclusive Development in Africa, at national, regional (Regional Economic Communities), continental (Commission of the African Union) levels. It includes the international development partners.

7. The Mechanism is composed of national follow-up institutions; regional follow-up institutions; and the Commission of the African Union.



## **II. Follow up and redressing Mechanism**

8. The overall objective of the Mechanism will be to assess, evaluate and quantify progress made in the implementation of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development in Africa.

### **A. At the National Level**

9. Existing follow-up institutions would be responsible for implementation and follow-up of the Declaration and Plan of Action. Where these institutions do not exist, Member States are called upon to establish them. This requires social dialogue and regular consultation with key stakeholders and allows member States to foster more widely shared commitment and 'ownership'.

10. Member States should establish within the Ministry in charge of Labour, Employment and TVET, policy planning and M&E units which will also serve as focal point for the follow-up on the implementation of the Declaration and Plan of Action;

11. The National Follow-up Institutions should, inter alia:

- a) Develop detailed Plans of Action using the Summit Plan of Action as a guideline framework, with clear objectives, milestones, roles and responsibilities of all stakeholders and development partners and indicators. The Plan must also indicate how resources will be mobilized.
- b) Conduct a participative and inclusive biennial assessment of the implementation of the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development, for submission to their respective Regional Economic Commission with a copy to the African Union Commission;
- c) Undertake periodic follow-up participative meetings with international development partners in close collaboration with the Ministry in charge of Finance and Development Planning; Social partners and other key stakeholders should be involved in these meetings;
- d) Designate a national follow-up person to liaise with RECs and the AUC;
- e) Disseminate and popularize (e.g. through national campaigns) the AU Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development;

### **B. At the Continental Level**

12. The Commission of the African Union coordinates the follow up and evaluation of the implementation of the Declaration and Plan of Action at the Continental level. The African Union Specialized Technical Committee (STC) on Social Development, Labour and Employment will provide the oversight for the follow up and evaluation. A Technical Working Group will be established to assist the STC in this mandate.

13. The Commission of the African Union will perform the following functions:
- a) Review progress in the implementation of the decisions of the AU Extraordinary Summit, including notably:**
- (i) Facilitate the implementation and the evaluation of the Declaration and Plan of Action through elaboration and submission to the STC of a Four Year Implementation Programme focusing on a limited number of key priority strategies of the Key Priority Areas, in consultation with Regional Economic Communities with the support of ILO, the NEPAD Agency to allow for a more integrated and coherent planning process at all levels;
  - (ii) Sensitize Member States and international intergovernmental and non-governmental organizations about the need to initiate and coordinate action and programmes to implement the Declaration and Plan of Action;
  - (iii) Ensure that all Member States and Regional Economic Communities establish the National and Regional Institutions to follow-up and evaluate the implementation of the Declaration and Plan of Action;
  - (iv) Work with the Regional Economic Communities, the ILO and NEPAD Agency to develop standardized formats and tools for follow-up, monitoring the implementation of the Declaration and Plan of Action; these formats and tools will be submitted to the Technical Working Group supporting the STC in its mandate;
  - (v) Receive and review reports from the Follow up Institutions of Member States and the Regional Economic Communities, as well as from international development partners and make recommendations on them;
  - (vi) Hold biennial follow-up meetings with the RECs and the NEPAD Agency to assess the progress made on the implementation of the Declaration and Plan of Action, on the basis of progress reports prepared and submitted by the RECs. This meeting will be based on the continental consolidated follow-up report;
  - (vii) Facilitate regular consultative meetings between the STC and the Conference of Ministers in charge of Finance and Development Planning, and the Conference of Ministers in charge of Education and TVET;
- b) Prepare relevant reports, including:**
- (i) An annual report on the follow up activities of the Commission to be transmitted to Member States;
  - (ii) Analytical reports every two years reviewing the status of implementation of the Declaration and Plan of Action at the national, regional and international development partners' levels, highlighting the areas where further progress has to be made, suggesting possible solutions to constraints and providing key policy guidelines;

- (iii) Comprehensive evaluation reports on the implementation of the Declaration and Plan of Action every five years, namely in 2019 and 2024;

**c) Facilitate capacity building at national and regional levels, including:**

- (i) Developing guidelines to assist Member States to formulate detailed Plans of Action and on the Follow up Mechanisms at regional and national level, with the participation of social partners;
  - (ii) In close collaboration with RECs, organize workshops and training activities on pertinent issues related to employment, social protection and poverty eradication to enhance the capacity of policy-makers of member States and Regional Economic Commissions;
  - (iii) Supporting Member States and Regional Economic Commissions in mobilizing resources at national, regional and international levels for the effective implementation of the Declaration and Plan of Action using the AU Strategic Document on Resources Mobilization;
  - (iv) Collect and document information from countries, United Nations Agencies, donor agencies, IGOs and NGOs, commissioning inter-disciplinary studies, research and evaluating employment and poverty eradication situations, and disseminate the results to Member States;
- d) Cooperation:** Cooperate with other African, Regional, Continental and International Organizations concerned with employment and poverty eradication/alleviation issues and problems and to mobilize resources and support from cooperating partners and United Nations Agencies.

### **C. At the Regional Level**

14. The RECs will perform the following functions:

- a) In collaboration with the Commission of the African Union , undertake elaboration and submission to the regional meeting of Ministers of Labour of a Four Year Implementation Programme focusing on a limited number of key priorities strategies of the Key Priority Areas.
- b) Assist Member States in defining baseline and follow up data and indicators to monitor and evaluate progress;
- c) Prepare annual reports, highlighting the areas where further progress has to be made, and providing general guidelines for key priorities. The report will be submitted to the regular sessions of the regional Conference of Ministers in charge of Labour, Employment and Social security;

- d) Establish/enhance the regional follow-up mechanism of RECs, in line with the regional existing consultative mechanisms on labour, employment, social protection and labour migration;
- e) Employment Budget Sensitivity Analysis (EBSA): Using the AU Employment Scope definition, identify the proportion of national and other budgets allocated to the implementation of employment creation and poverty eradication.
- f) Encourage independent monitoring of progress towards implementation, including by social partners, parliamentary committees, NGOs, academic institutions, youth and women groups, professional associations;

**RESOURCE MOBILIZATION:**

15. Due regard should be given to modalities for the funding of the activities of the follow-up process at the national, regional and continental level. Such modalities should be worked out by the Commission of the African Union for approval by the AU Specialized Technical Committee (STC) on Social Development, Labour and Employment and endorsement by the appropriate policy organs of the AU. National priorities should be defined before.

16. The AUC and the AfDB shall develop modalities for establishing an Employment and Social Cohesion Fund to support the implementation of the Declaration and Plan of Action by Member States, RECs and the AUC.

**LABOUR MIGRATION GOVERNANCE FOR DEVELOPMENT  
AND INTEGRATION IN AFRICA BRIEF**

**African Union Commission  
International Labour Organization  
International Organization for Migration  
Economic Commission for Africa**

**in cooperation with Africa's  
Regional Economic Communities:**

**COMESA, EAC, ECCAS/CEMAC, ECOWAS, IGAD, SADC**

## Labour Migration Governance for Development and Integration in Africa Brief

Increasing cross-border labour and skills mobility has made labour migration an ever more urgent challenge for governance across Africa. The AU Migration Policy Framework rightly recognized that “migration will be a major topic in the 21<sup>st</sup> Century and will therefore pose certain social, economic and political challenges for policy makers in the future management of migration for the betterment of African societies”.

In a bold and timely new initiative, the African Union Commission together with the International Labour Organization, the International Organization for Migration and the Economic Commission for Africa have developed a regional programme on *Labour Migration Governance for Development and Integration in Africa*, in cooperation with Africa’s Regional Economic Communities (RECs). The 9<sup>th</sup> Ordinary Session of the AU Labour and Social Affairs Commission argued that “RECs should consider the issue of regional labour migration as an important factor in sustainable development.”

This effort is initially structured in a four year cooperation and capacity building programme to support achieving better governance of labour and skills mobility within Africa, in particular in RECs.

Responding to the needs explicitly identified by RECs and social partners as well as those defined in AU regional policy instruments, the programme focuses on critical areas of facilitating free movement of workers as a crucial means of advancing regional integration and development in Africa.

The overall stated objective is to: *strengthen the effective governance and regulation of labour migration and mobility in Africa, under the rule of law and with the involvement of key stakeholders across government, legislatures, social partners, migrants, international organizations, NGOs and civil society organizations. Its long term expectations are to:*

- *extend decent work and social protection to migrant workers and their families;*
- *strengthen regional integration and inclusive development;*
- *encourage productivity, productive investment, and business success;*
- *enable better social and economic integration of migrants, effective labour and social protection mechanisms, and sustainable labour market systems.*

Its immediate purposes are to:

- i) Increase **domestication of key international standards** on labour migration;
- ii) Achieve wider elaboration, adoption and **implementation of harmonized free circulation regimes** and coherent national labour migration policy in the RECs;

- iii) Enable **Labour Institutions to conduct Labour Migration** governance, policy and administration;
- iv) Establish regional mechanisms for **tripartite policy consultation and coordination** on labour migration issues, and facilitate consultation and cooperation with other regions.
- v) Support **Decent Work** for migrants with effective application of labour standards to migrant workers.
- vi) Extend **Social Security** to migrants through access and portability regimes compatible with international standards and good practice.
- vii) Resolve **skills shortages** and skills–education mismatches while increasing recognition of harmonized qualifications across Africa.
- viii) Enhance **collection, exchange and utilization of** gender and age disaggregated **data** on migrants’ economic activity, employment, skills, education, working conditions, and social protection.

### **Context and Justification for this programme:**

The ILO estimated the number of migrant workers on the continent at 8.4 million in 2010, out of a total of 19.3 million migrants (persons living outside their country of origin) in Africa that year<sup>1</sup> while the World Bank estimated that 31 million African people were living in countries other than their birth place, with 77% of the 31 million from Sub Saharan Africa<sup>2</sup>. Demand for cross-border mobility will increase in Africa in the foreseeable future. Thus, effective governance of migration is one of the critical challenges for African States.

Socio-economic, poverty, political, security and environmental factors are contributing to significant migration and forced displacement in Africa. Globalization has also accelerated structural causes that prompt cross-border migration flows, including labour market imbalances, technological changes, economic restructuring, and demographic factors.

### **Global Drivers**

The International Labour Organization (ILO) estimated that 105.4 million persons were economically active out of the 214 million people living outside their country of birth or citizenship in the year 2010.<sup>3</sup> The ILO further highlighted that “these (105.4 million) and family members accompanying them will account for almost 90 per cent of total international migrants.<sup>4</sup> The global estimate of total migrant stock was

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<sup>1</sup> ILO, 2010. International Labour Migration A rights-based approach. International Labour Office, Geneva. P. 17

<sup>2</sup> Bilateral Migration Matrix, World Bank, 2010

<sup>3</sup> Op cit ILO, 2010. Page 17

<sup>4</sup> Ibid. Page 2

updated to 235 million in the new 2013 estimate.<sup>5</sup> These figures do not fully account for significant numbers of persons in temporary or itinerant migratory situations.

Demographic pressures --ageing and increasing deficits in labour forces-- have become prominent in many developed and developing countries. At the same time, Africa confronts a growing, youthful population coupled with jobless growth and a dearth of formal employment. This combination translates into increasing mobility of skills and labour within, from, and to Africa.

The global skills shortage is set to worsen. A recent international study calculated that by 2020, global shortages of high skilled professionals will reach “38 million to 40 million fewer workers with tertiary education (college or postgraduate degrees) than employers will need“, and “another 45 million too few workers with secondary education in developing economies”.<sup>6</sup>

### **Features of African Migration**

Important features characterizing African migration include:

- ✧ the predominance of intra-regional labour and skills migration in Africa;
- ✧ prevalence of labour and skills mobility within Regional Economic Community (REC) spaces;
- ✧ the economic importance of migrant remittances for many African countries;
- ✧ increasing feminization of labour mobility;
- ✧ inadequate protection for migrant workers and their families from exploitation and hostility;
- ✧ lethargic implementation of regional free movement schemes;
- ✧ weaknesses of pertinent labour market legislation, institutions and data;
- ✧ lack of attention to governance and regulation of labour and skills mobility;
- ✧ inadequate or absent training and recognition of qualifications and competencies;
- ✧ emigration of skilled Africans contributing to ‘loss of talent’;

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<sup>5</sup> UN (2013) Trends in International Migrant Stock: The 2013 Revision - Migrants by Age and Sex. United Nations Population Division, September 20113. See “Wallchart” for useful summary overview. Available at: <http://esa.un.org/unmigration/wallchart2013.htm>

<sup>6</sup> McKinsey Global Institute: *The world at work: Jobs, pay, and skills for 3.5 billion people, June 2012* | by Richard Dobbs, Anu Madgavkar, Dominic Barton, Eric Labaye, James Manyika, Charles Roxburgh, Susan Lund, Siddarth Madhav. See: [http://www.mckinsey.com/insights/employment\\_and\\_growth/the\\_world\\_at\\_work](http://www.mckinsey.com/insights/employment_and_growth/the_world_at_work)



- ⤴ limited or non-access to and portability of social security;
- ⤴ Increasing incidents of trafficking and smuggling of migrants.

African labour migration flows generally follow three main directions: intra-African migration detailed below; overseas flows towards former colonial powers (France, UK, Italy, Portugal, Spain, etc.) but now increasingly to other destinations (USA, Asia and Arab States). The third direction is inflows from other regions to Africa, notably from Europe and Asia.

The intra-regional migration proportion for Africa overall is estimated at 52.6%, comparable to 59% in Europe and 54.7% in Asia. However, Sub Saharan Africa has a higher intra-regional rate estimated at 65%. Intra-regional mobility (migration within the region) represents more than 4 out of 5 migrants in ECOWAS. The proportion moving within the same sub-region is over 80% in West Africa, 65% in Southern Africa, 50% in Central Africa, 47% in East Africa, although only 20% in North Africa.

As African economies are largely dominated by urban informal economy and agriculture, migrant workers in the continent are often found in settings characterized by low incomes and wages, lack of social protection, precarious jobs and workplaces, abysmal working conditions, and low skills portfolios. Many migrants are self-employed or employed in agriculture and informal activity, while significant numbers may be found in industry and services.

There is also significant cross-border, 'circular' mobility of commercial tradespeople, accompanied by increased cross-border trade flows that promote local growth and employment.

Reports of labour and other rights abuse of migrant workers, incidences of xenophobic attacks on migrants, and arbitrary expulsions highlight the challenges of realizing decent work, equality of treatment and protection of human rights according to the standards many African states have ratified.

### **Regional Economic Integration:**

Free movement of persons is a key pillar of economic integration and development in Africa. Free movement ensures availability of skills and labour where needed to spur investment and economic development. It is also the practical means for expanding free trade, as well as commerce of locally-produced goods and services.

CEMAC, ECCAS, ECOWAS and EAC have adopted legal regimes for labour circulation among member countries. COMESA and IGAD recently developed agreements on mobility that await adoption and implementation by participating countries. SADC is currently negotiating a new regime. These REC legal frameworks are generally consistent with international standards; more than half of all AU member states have ratified at least one of the three core migrant worker Conventions.

### **Impediments to good governance of labour mobility**

Labour mobility is often impeded by absence of implementation of free movement protocol rights and mechanisms, by the prevalence of rigid border formalities, by the abundance of road blocks and security checkpoints on international highways, by malpractices at borders and along transportation routes, and by lack of coherency between labour migration, regional commerce, migration monitoring and security.<sup>7</sup> Member states of African RECs remain characterised by a lack of comprehensive national labour migration strategic and policy frameworks, although several countries are moving in this direction.

Lack of political will, capacity gaps and poor institutional coordination are central concerns at national level. These are compounded by poor systems of data collection and management,<sup>8</sup> absence of migration policy links to fundamental economic, labour market and employment factors, difficulties for national labour institutions and civil society to reach populations, and weak judicial systems<sup>9</sup>.

Non-transparent labour markets, the lack of harmonization of legal frameworks, and the absence of accurate labour information are acute constraints faced in labour migration administration in Africa. Harmonized legal and policy frameworks are indispensable to obtain integrated labour markets based on coordinated labour, social security, and investment codes, and compatible education and skills recognition frameworks.

A major constraint is absence of reliable, accurate and comprehensive data on labour migration, on migrant workers as well as on labour markets. Existing data is primarily 'movement' data, at best providing some indication of stocks and flows, while there is little or no data on migrants' skills and employment profiles, labour market participation, conditions of work, or social protection coverage.

Migration often results from low and inappropriate human security and represents a strategy for people to cope with risks of income inequality, high unemployment and underemployment rates, conflicts, environmental degradation. However, the *security* agenda often limits the broader understanding of labour migration as a fundamental issue for development, regional integration and social welfare. A major challenge remains the lack of holistic policy approach, aggravated by the dominance of security concerns at the expense of labour market integration.

### **Priority Challenges for Action**

A regional consultation on December 16, 2013, in Addis Ababa identified priority challenges and set the direction for Africa-wide cooperation on governance of labour

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<sup>7</sup> Factors cited in the Final Communiqué of the *Mini Summit of Heads of State and Government on the creation of a borderless ECOWAS, Abuja, 2000*, and in the *ECOWAS Common Approach on Migration, 2008*.

<sup>8</sup> The lack of comparability of national statistics makes it difficult to undertake regional analysis based on national data.

<sup>9</sup> OECD/SWAC (2009), *Regional Challenges of West African Migration, African and European Perspectives*, (Ed.) Trémolières Marie, West African Studies.

migration. The AUC, ECCAS, ECOWAS, IGAD, SADC<sup>10</sup>, ILO, IOM, ECA, UNAIDS, UNESCO as well as Business Africa and ITUC Africa were represented. The Consultation agreed on seven main findings common across all RECs:

- i) Paucity of data on characteristics and conditions of labour migrants, data required for economic, labour, enterprise development, investment, education, and social protection policies;
- ii) Lack of implementation of free circulation regimes; and generalized absence of coherent national labour migration policy;
- iii) Growing gaps between skills needs versus numbers and types produced in Africa;
- iv) Absence of social protection and social security for many migrants;
- v) Prevalence of sub-standard, abusive employment relations and conditions of work;
- vi) Absence of capacity, coordination and policy involvement on migration by labour institutions;
- vii) Lack of dialogue and coordination on labour migration among labour actors and institutions.

### **International technical support and capacity building**

The December consultation and the resulting proposal took stock of considerable support ILO and IOM have provided over the last decade in Africa on governance of labour migration. Technical cooperation and capacity building projects have been implemented on labour migration in East, West, and Southern Africa, the Maghreb and more recently, the Horn of Africa region. Regional tripartite consultations have taken place in all subregions as well as trade union consultations on migrant workers; labour mobility consultations among employers. Other efforts include ILO projects on extending social security to migrant workers in 12 African countries, ILO Domestic Migrant Workers' programme activities, IOM's Migrant resource centers (MRCs), etc. Current initiatives include a large EC-supported project on labour migration, border management and trafficking in West Africa implemented by IOM with ILO and ICMPD, on-going ILO and IOM work with SADC on policy, data and social security and recent regional migration governance initiative being implemented by IOM and IGAD which is funded by the Swiss government.

### **African Policy Frameworks**

This new initiative is shaped by African regional policy frameworks and recommendations:

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<sup>10</sup> Prof Maurius Olivier, in his capacity as EU consultant, reported on SADC initiatives; particularly on social security.

- ✧ The 2004 **AU Plan of Action on Employment Promotion and Poverty Alleviation** pressing for equity in international governance and for facilitating labour migration in Africa;
- ✧ The 2006 **AU Migration Policy Framework** that devotes a main chapter to Labour Migration;
- ✧ The **AU Social Policy Framework** of 2008 that recommended regional integration and collaboration of social security schemes in Africa to ensure benefits of labour circulation;
- ✧ The **AU Plan of Action on Boosting Intra African Trade** (2012) recognizing the key role of free movement of people and labour migration regulation. Regional agreements are deemed central to developing and facilitating regional labour migration;
- ✧ The **AU Labour and Social Affairs Commission** that considers regional labour migration as an important factor in sustainable development and regional integration;
- ✧ The 9<sup>th</sup> Ordinary Session of the **AU Labour and Social Affairs Commission** (April 2013), that adopted the Youth and Women Employment Pact including “Promotion of regional and sub-regional labour mobility”. The Pact called for an **AU and RECs Labour Migration Plan**;
- ✧ The **AUC Strategic Plan 2014-2017** pursuing the strategy to “Promote labour migration to support cross border investment and to fill the skills gap”;
- ✧ The **Joint Africa-EU Declaration on migration and Development, Tripoli, 22-23 November 2006**;
- ✧ The **Joint Africa EU Strategy (JAES) Action Plan Partnership on Migration, Mobility and Employment (MME)**.

### Vetting by African tripartite constituents

The draft programme document was presented to an expert working group and subsequently in plenary at the Special Session of the Africa Labour and Social Affairs Commission held in Windhoek 22-24 April 2014. Expert and constituent inputs amply validated the proposed programme and all of its components. Constituents contributed suggestions to tuning the programme activity to their specific realities and needs, that were subsequently incorporated in revised programme documents.

### Programme Goals, Objectives and Activities

The goals and objectives of this Africa Labour Migration Governance programme derive from the long term aspiration of achieving an effective regime of labour

mobility for integration and development in Africa, with the necessary governance to sustain it.

Pursuant to the overall purposes, the Joint Programme facilitates implementation of the strategy of the AUC Strategic Plan 2014-2017. It follows strategic themes of the AU Migration Policy Framework and carries forward priority actions of the AU Youth and Women Employment Pact, and the AU Employment, Poverty Eradication and Inclusive Development Plan of Action (to be adopted in September 2014). It takes account of the Africa-EU Partnership on mobility and migration. The project also responds to needs and concerns of migrant workers, their families and their organizations.

This initial four year programme recognizes that achievement of its objectives requires a coherent and sustained effort over many more years. This programme demonstrates incremental value by building on and complementing past and current interventions, and serves as basis for longer term interventions aligned with the Ouagadougou + 10 (2014-2024) plan of action.

Project actions focus on knowledge sharing combined with advisory services, training, advocacy, and technical assistance to RECs and mobilization of government, economic actor, civil society private sector and public opinion to promote progress on regional integration and development.

The programme is logically organized in two major and complementary parts: Component 1 on **Labour Migration Governance** and Component 2 on **Operational Implementation of law and policy**. Specific objectives and expected results include:

1. **Strengthened governance and regulation of labour migration and mobility in Africa**

1.1 Increased ratification and **domestication of key international standards** on labour migration

- Ratification of key international standards for labour migration governance: ILO C-97, ILO C-143 and the ICRMW; labour standards ILO C-87, C-181 and C-189, and ILO social security conventions C-102 and C-118;
- Domestication of key international standard on labour migration.

1.2 **Implementation of free circulation regimes** in RECs and adoption of **national policy**

- Increased ratification and adoption of enabling national legislation facilitating free movement regimes by REC member states;
- Elaboration or strengthening of national (labour) migration policy frameworks;
- Progress in harmonization of labour codes in RECs and between RECs.

1.3 Expanded engagement of **labour institutions and social partners in labour migration governance**

- Expanded roles and activities of labour/employment ministries in labour migration governance responsibilities, with focal points or units established in labour institutions
- Expanded engagement of social partner organizations on labour migration and enhanced capacity and training of labour institutions

1.4 **Tripartite Policy Dialogue** and coordination at national, REC and Continental level

- National tripartite policy and administration mechanisms on labour migration convened in concerned countries
- REC tripartite consultative and coordination forums on labour migration established or strengthened
- An AU associated tripartite consultative-coordination body on labour migration established with links to REC forums/mechanisms

2. **Operational implementation of law and policy**

2.1 **Decent Work** for migrants with effective application of labour standards

- Increased application of International Labour Standards and OSH protections covering places where migrants are working;
- Extended capacity for labour inspection where migrants are concentrated;
- National action plans against discrimination and xenophobia in select countries.

2.2 Extension of **Social Security coverage** to migrants

- Enactment of unilateral, bilateral and regional measures to extend social security coverage and portability to migrant workers in origin and employment countries, with increased implementation of relevant ILO conventions;
- Elaboration of REC social security cooperation frameworks applying to migrants in designated RECs.

2.3 Resolution of **skills shortages** and increased **recognition of qualifications**

- Established consultative processes among regional and national educational/training and accreditation entities;
- Commitments for updating and expansion of technical and vocational education and training and for addressing skills – education mismatches;
- Defined processes for obtaining harmonized/compatible or mutually recognized occupational qualifications, training and experience;
- Adoption of REC and national legislation, policy and administrative measures to implement harmonized qualifications and training standards;

- Pilot data on current skills and labour needs and pilot forecasting on trends and future needs.

#### 2.4 Obtaining and utilization of relevant and comparable **labour migration and labour market data**

- Strengthened capacities on migration data collection and analysis of relevant national institutions and RECs;
- Increased utilization of international statistical standards and labour migration indicators, extended use of common indicators, and expanded exchange of data in and among RECs;
- Data sharing and coordination among national institutions and RECs;
- Data interfaced among labour market and labour migration databases, with topical research studies on specific aspects of and interaction among labour migration, free circulation, regional integration, and development.

#### **Actors and Their Roles**

The initial project is implemented by a Consortium of Partners under the lead of the African Union Commission along with the International Labour Organization (ILO), the International Organization for Migration (IOM) and the UN Economic Commission for Africa (ECA).

The AUC provides overall vision and political perspective for the project, mobilizing consultation with and participation by the respective Regional Economic Communities. ILO is responsible for general conceptual and technical oversight, guidance and operational support as a co-lead agency. IOM contributes knowledge and expertise in areas of migration policy, governance and practical operations of the programme and engages its field offices. ECA contributes expertise, knowledge resources and advisory services in relevant thematic areas. The RECs are key participants in programme activity as well as in overall coordination and governance.

#### **Stakeholders**

The economic actors of Africa, the Member States and Regional Economic Communities, migrants and their families as well as migrant organizations, and the peoples of the region are the beneficiaries and stakeholders in free movement and migration. The immediate stakeholders in this programme are the RECs; social partner institutions; relevant national government institutions; concerned civil society organizations; and the private sector.

#### **Project governance, communications and monitoring**

A governing and management structure will ensure *good governance*. A Programme Coordination Council (PCC) will provide overall guidance and supervision. At the operational level, a Project Support Unit (PSU) will coordinate and execute implementation of activities. Its members will include managerial, technical, financial and administrative staff of the four cooperating agencies (AU, ILO, IOM and ECA). The team will be complemented by a labour migration officer in each REC.

A visibility strategy will enable adequate programme outreach to stakeholders and the wider public. Permanent follow up and assessment will be conducted by the programme coordination team. A Mid-Term Evaluation will be conducted to assess the relevance, performance and success of the activities implemented, and analyse progress towards the objectives. A Final Evaluation will be conducted to analyse achievement of project/programme objectives and assess its degree of success.

**In conclusion:**

This initial four year programme will contribute significantly to *obtaining the development potential of labour and skills mobility in Africa by promoting and supporting effective governance of labour migration.*



**Assembly/AU/20(XXIV)**  
**Annex 4**

**DRAFT PUBLIC-PRIVATE PARTNERSHIP FRAMEWORK ON JOBS CREATION  
AND INCLUSIVE DEVELOPMENT (PPPF-JCID)**

AFRICAN UNION

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**Theme: “*Employment, Poverty Eradication and Inclusive Development*”**

**DRAFT PUBLIC-PRIVATE PARTNERSHIP FRAMEWORK ON JOBS CREATION  
AND INCLUSIVE DEVELOPMENT (PPPF-JCID)**

## DRAFT PUBLIC-PRIVATE PARTNERSHIP FRAMEWORK ON JOBS CREATION AND INCLUSIVE DEVELOPMENT (PPPF-JCID)

### I. CONTEXT:

The African Union Leaders adopted the Declaration and Plan of Action on Employment, Poverty Eradication and Inclusive Development during the Extraordinary Summit of Heads of State and Government in Ouagadougou, Burkina Faso, 6-7 September 2014.

Both the Declaration and the Plan of Action advocate for the establishment of Public-Private Partnerships (PPPs) to enhance their implementation at all levels. The Ouaga+10 policy agenda is based on six Key Priority Areas of commitment to labour, employment and social protection for the next decade:

- a) Political Leadership, Accountability and Good Governance
- b) Youth and Women Employment
- c) Social Protection and Productivity for Sustainable and Inclusive Growth
- d) Well-function and inclusive Labour Market Institutions
- e) Labour Migration and Regional Economic Integration and
- f) Partnership and Resource Mobilization

The Youth and Women Employment Pact (**EX.CL/Dec.648(XIX)**) states that “*In collaboration with the Pan African Employers’ Confederation (PEC), the AUC should advocate for further engagement of the private sector in youth and women employment promotion*”. With a broader perspective, the Ouagadougou 2014 Plan of Action on Employment, Poverty Eradication and Inclusive Development dedicates its **Key Priority Area 6** to the strategic theme “**Partnership and Resource Mobilization**”. It wants to “*Establish/strengthen Public-Private Partnerships at all levels, including Corporate Social Responsibility schemes*”.

This new implementation strategy requires a systematic approach based on a clear **Public-Private Partnership Framework on Jobs Creation and Inclusive Development (PPPF-JCID)**. The **PPPF-JCID** is an action-oriented framework and is meant to serve as a catalyst for Member States to develop nationally customized PPPs, reflecting a set of common actions throughout Africa.

A survey conducted by Business Africa (2013<sup>11</sup>) in collaboration with the AUC underlines the interest of the private sector, its experience and readiness to engage in PPPs. At the global level, the ILO, among other international organizations, has a defined policy and procedure on PPPs. A number of international development partners are engaged in promoting PPPs through specific interventions: World Bank and ICF, DFID, CIDA, USAID, EU, IDB, Foundations, etc. The Post-2015 Global development Agenda as well as in the Busan High-Level Forum on Aid Effectiveness advocate for support to private sector led growth and development partnerships with private sector.

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<sup>11</sup> Survey on Public-Private Partnerships for Youth and Women Employment, 2013, Business Africa, in collaboration with Commission of African Union

The PPPF-JCID also builds/taps on synergies and complementarities of the 2014 Ouagadougou Declaration and other AU policies on agriculture development, industrialization for manufacturing jobs, , TVET, trade, micro finance, local governance, infrastructure development, etc.

## II. Categories of interventions/programmes for the PPPF-EPID:

Seven categories of interventions/programmes are envisaged to guide Member States in developing their national PPPF-JCID by selecting programmes and activities that are relevant to their national context.

### 1. School-to-Work Transition/Employability Programmes

Lack of experience has been highlighted as one of the major setbacks to young school graduated transiting to the workplace. Entry job measures can help overcoming the obstacles to placement of young people. The PPP Framework will build on the following school-to career and employability programmes, including institutional schemes:

- a) put in place internship, apprenticeship and on-the-job training schemes to integrate youth in the enterprise through industrial attachments;
- b) Reform education and training systems to ensure curricula better correspond to labour market needs, and establish collaboration between private sector and education/TVET to prepare youth for the world of work;
- c) Operationalize the Labour market information to support career and professional counselling: conduct /skills forecasts and establishment surveys to identify skills gaps and surpluses, etc.;
- d) institute fiscal and social incentives to boost youth and women placement
- e) In collaboration with the private sector, AUC and RECs to work on a **“Skills for Labour Market Initiative”** in Africa;
- f) Implement Skills Acquisition recognition and validation/accreditation programmes in informal economy and rural sector.

### 2. Enterprise development programmes

The ease of enterprise creation, growth and development is crucial for jobs creation. Public administrations impacting the performance of the private sector should develop their productivity management capacity and support private sector competitiveness. Local authorities must stimulate local entrepreneurship development.

- a) Take measures for Business environment and investment climate improvement, with specific provisions for youth and women entrepreneurship;
- b) Ease access to capital, technology and affordable credit in particular for SMMEs and agriculture;
- c) Set up Incubators for youth and women entrepreneurship, develop mentoring initiatives to support youth and women entrepreneurship

- d) Take action to make productive key public administrations relevant to enterprise development and competitiveness;
- e) Enhance Social dialogue and productivity to foster sustainable and inclusive competitive industrialization;
- f) Take measures to provide markets access for youth and women enterprises;
- g) Take measures to promote Regional integration and intra African trade, involving private sector and social partners in the dialogue on regional economic integration through regional PPPs dialogue for effective harmonization and coordination of the relevant legal frameworks on labour, employment, taxes, etc.;
- h) Take measures to stimulate private sector investment in agriculture and rural business development, including agro-processing, access to distribution channels, skills development, insurance, etc.;
- i) Conduct Public private sector peer climate investment and business environment review in selected countries.

### **3. Empowerment programmes**

The empowerment programmes aim at supporting capacities of the disadvantaged population groups, in particular the youth, women and disabled to express their voice, participate in and benefit from the development process. .

- a) Invest in re-skilling of youth and women initiatives;
- b) Allocate a percentage of procurement for young and women entrepreneurs and sub contract to these entrepreneurs;
- c) Promote equality for opportunity and protection of women's rights at work
- d) Support employment for disabled people;
- e) Support/partnership with women and youth business associations;
- f) Promote youth and women entrepreneurs participation and promotion in Employers' organizations, including on the on boards and committees.

### **4. Inclusive finance programmes**

Inclusive finance and micro finance strategies are essential for overcoming capital markets failures and exclusion mechanisms. The insurance companies must look at ensuring more inclusive services strategy by responding to the needs of insurance coverage for informal economy and rural micro enterprises, and investing in a better understanding of the insurance coverage needs for these entrepreneurs.

- a) Strengthen micro finance policies and institutions;
- b) Private sector financing institutions to set up special funds for lending to women and youth in business at affordable interest rates;
- c) Facilitate cooperation between banks and micro finance institutions;
- d) Engage Social security institutions and pension funds in jobs creation funding through affordable and competitive credit schemes to support SMMEs, youth and women businesses;
- e) Develop insurance services for informal economy and rural enterprises.

## 5. From informal to formal enterprise support programme

Massive underemployment is a key feature in African labor markets, particularly in urban settings. Estimated at over 70% on average, it hits more the youth and women in the informal economy. In line with the AU Policies<sup>12</sup> and the ILO work, Member States should take bold measures to integrate the informal enterprise into the mainstream economy, as an essential part and parcel of the private sector.

- a) Stimulate Partnerships for local entrepreneurship development;
- b) Ensure representation of youth and women entrepreneurs in local councils;
- c) Integrate local enterprises in the market/supply-demand chain of Multinationals and big companies to foster their market access;
- d) Support Local entrepreneurship development capacity building;
- e) Enhance Efforts to bring the private sector into agriculture-related partnerships.

## 6. Corporate Social Responsibility and local business development programmes

- a) Incorporate youth and women employability in CSR;
- b) Multinational and foreign companies to invest in skills development;
- c) Invest in environment protection, and social infrastructures particularly in rural areas;
- d) Invest in youth and women leadership and citizenry actions;
- e) Integrate youth and women concerns on business in advocacy and lobby activities;
- f) Support social security and fiscal transparency, and reduce corporate Tax losses;
- g) Invest in healthy and productive workforce to reduce impact of HIV AIDS, TB, Malaria, other infectious diseases, non-communicable diseases, reproductive health, Alcohol, Tobacco, illicit Drug, etc.;
- h) Establish Transparency and simplification to admission procedures of intra-corporate transferees (ICTs).

## 7. Promotion and Communication programmes

At continental level, Business Africa and AUC will conduct communication and promotion activities on the PPP Framework targeting African public-private partners as well as non-African partners, including business communities and social partners in other regions of the world.

At national level, Governments, private sector organizations and social partners will work together to promote the PPP Framework and facilitate its implementation through national PPP Frameworks.

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<sup>12</sup> - Programme on Upgrading the Informal Economy, EX.CL/Dec.540 (XVI)

- Social Protection Plan for Informal Economy and Rural Workers (SPIREWORK), EX.CL/Dec.540 (XVI)

AUC should set up a database on PPPs and organize awareness/capacity building workshops with partners running PPPs as part of their development assistance policy

### **III. Implementation**

The implementation of the PPPF-JCID will be done through negotiations and conclusion of national Joint Frameworks. Roles and responsibilities, including in joint areas and activities, should be determined amongst the public authorities, including local authorities, the private sector, trade unions, CSO, NGOS and other Non-State Actors. The Parliaments will have important roles in view of establishing rights-based employment policies. The PPF-JCID must involve ministries responsible for employment and labour, Education and TVET and Finance as signatories for the public sector. Other relevant ministries could be associated. The private sector should be represented by the most representative employers' organizations. The Trade unions and Chambers of commerce, industry, agriculture and handicraft can be associated.

### **IV. Monitoring and Evaluation:**

The monitoring and evaluation process for this Framework is based on the 2014 Ouagadougou Follow-Up Mechanism. However, Joint Public-Private Follow-Up actions will be undertaken at national and continental levels. Follow-up reports will be submitted to relevant AU organs for business environment and investment climate improvement, TVET improvement, etc.

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# Follow-up on the Ouagadougou 2004 summit: employment, poverty eradication, inclusive development in Africa introductory note

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