



**Government of Sierra Leone**



**International Labour Organisation**

# **SIERRA LEONE DECENT WORK COUNTRY PROGRAMME (2010-2012)**

**FINAL VERSION**

**October, 2010**

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## Acronyms

BDS:	Business Development Providers
CL:	Child Labour
CPP:	Country Programme Priorities
DACO:	Development Assistance Coordination Office
DWCP:	Decent Work Country Programme
DFID:	UK Department for International Development
ECOWAS:	The Economic Community of West African States
EPP:	Employment Promotion Programme of GTZ in Sierra Leone
EU:	European Union
FAO:	Food and Agriculture Organisation
FDI:	Foreign Direct Investment
GDP:	Gross Domestic Product
GoSL:	Government of Sierra Leone
GTZ:	German Technical Cooperation
IDPs	Internally Displaced Persons
IFAD:	International Fund for Agriculture and Development
ILO:	International Labour Organization
ILC:	International Labour Conference
LED:	Local Economic Development
LFS:	Labour Force Survey
LMI:	Labour Market Information
MDA	Ministries, Departments and Agencies
MDG:	Millennium Development Goal
MFI:	Micro Finance Institution
MITAF:	Micro-Finance and Technical Assistance Facility
MNE:	Multinational enterprise
MoELSS:	Ministry of Employment, Labour and Social Security
MoTI:	Ministry of Trade and Industry
MSWGCA:	Ministry of Social Welfare, Gender and Children Agency
NACSA:	National Commission for Social Action
NAS:	National Aids Secretariat
NASSIT:	National Social Security Insurance Trust
NRA:	National Road Authority
ODA:	Official Development Assistance
OSH:	Occupational Safety and Health
PRSP:	Poverty Reduction Strategy Paper
QEIP:	Quick Employment Impact Project
SIYB:	Start and Improve Your Business
SLEF:	Sierra Leone Employers Federation
SLIHS:	Sierra Leone Integrated Household Survey
SLLC:	Sierra Leone Labour Congress
SMEs:	Small and medium-sized enterprises
SSL:	Statistics Sierra Leone
TACKLE:	Tackling Child Labour through Education
TOT:	Training of Trainers
TREE:	Training for Rural Economic Empowerment
UN:	United Nations
UNAIDS:	Joint United Nations Programme on HIV/AIDS
UNDAF:	United Nations Development Assistance Framework
UNDP:	United Nations Development Programme

UNAMSIL: UN Assistance Mission in Sierra Leone (i.e. the peacekeeping mission)  
UNDP: United Nations Development Programme  
UNIDO: United Nations Industrial relations Organisation  
UNIOSIL: UN Integrated Peace Building Office for Sierra Leone  
UNIPSIL: UN Integrated Peace Building Office for Sierra Leone  
USAID: United States Agency for International Development  
WB: World Bank  
WHO: World Health Organisation  
YES: Youth Employment Scheme

## **FOREWORD**

Employment and labour issues are at the core of the Sierra Leonean economy, and they affect the operations of every sector and the workings of every ministry. The Government of Sierra Leone welcomes the ILO's framework for action in Sierra Leone, supported by the social partners, in preparing a coherent and focused programme that will contribute to the promotion of Decent Work throughout the country.

The Decent Work Country Programme (DWCP) for Sierra Leone was formulated based on priorities identified in the country assessment study conducted in 2008 and series of consultations between the Government, employers' and workers' associations on one hand and the ILO on the other hand. The priorities are based on the national development priorities as contained in the PRS II Agenda for Change, the Joint UN Vision Document for Sierra Leone, and the UN-Wide Policy for Post-Conflict Employment Creation, Income Generation and Reintegration approach. Accordingly, the DWCP contains a range of strategic interventions that would support national initiatives aimed at reducing decent work deficits and strengthening national capacities. It is based on the ILO Strategic Framework for 2010-2015 and guided by the Decent Work Agenda, the Declaration for Social Justice and takes into account most of the principles for promoting recovery and development as stated in the ILO Global Jobs Pact. The implications of the economic and financial crisis on the world of work are reflected in the strategies to achieve the core outcomes.

All ILO assistance to Sierra Leone will be channelled through the results-based Decent Work Country Programme (DWCP) for Sierra Leone which aims to both support and inform the PRS II and the UN Joint Vision. To implement the DWCP, considerable emphasis will be given to mobilizing resources and this will be done through a number of channels: (i) applying and aligning existing and pipeline technical cooperation project resources; (ii) ILO's own regular budget technical cooperation resources; (iii) new partnerships with other UN agencies in Sierra Leone; (iv) cost-sharing with MoELSS and other key government ministries/units with respect to their budgetary allocations; and (v) development of bankable programmes with other development partners..

The DWCP will be progressively reviewed on a semi-annual basis by the National Tripartite Steering Committee, implementing agencies, and the ILO. It will be modified and reviewed as occasion demands to take into account new developments and lessons learnt during implementation.

We the signatories below agree with the priorities as set in the DWCP and undertake to actively participate in its implementation.

**Signed this Twenty-Eighth Day of October in the Year Two Thousand and Ten (28<sup>th</sup> October 2010)**

.....  
Hon. Alhaji Minkailu Mansaray  
Minister  
Ministry of Employment, Labour and Social Security  
(MoELSS)

.....  
Mr. Charles Dan  
Regional Director  
ILO Regional Office for Africa

.....  
Mr. L. E. Johnson  
General Secretary,  
Sierra Leone Employers Federation (SLEF)

.....  
Mr. Kandeh. B. Yilla  
Secretary-General  
Sierra Leone Labour Congress (SLLC)

## **INTRODUCTION**

Sierra Leone is still recovering from 10 years of civil war, officially ended in January 2002. A milestone on the path to recovery was the peaceful, free and fair elections leading to a change of government in September 2007. Sierra Leone's new government, in power for two years, is keen to deliver results given the country's recent history. Since then, the Government, with the support of UN (of which ILO is one) and non-UN partners, has been focusing on dealing with such post-conflict challenges as building national security and good governance, rebuilding infrastructure and social services, reintegrating ex-combatants, returnees and other war-affected groups, promoting reconciliation and re-launching the economy.

The Government of Sierra Leone (GoSL) has taken a resolute and methodical approach to the elaboration of a long-term development strategy, *Vision 2025: Sweet Salone* at the Government's first annual Bumbuna retreat in 2007; from which the Government has derived its PRSP II – Agenda for Change. The *Vision 2025: Sweet Salone*, points to private sector-led development with effective indigenous participation as well as promoting a high quality of life for all the country's population. Employment is an essential feature of these goals. Additionally, the PRSP II sets out a **tightly focused strategy to generate growth that prioritizes agriculture, infrastructure/transport, energy and human development as strategic priority sectors**. Youth employment is presented as one of its priorities while training is depicted as a feature of the capacity development strategy with the choice of sectors being labour-intensive.

The UN on its part has adopted a UN Joint Vision for Sierra Leone. This is enhancing the country's current peace consolidation and sustainable development efforts which addresses the conflating factors of youth marginalization, unemployment and general instability in Sierra Leone. The UN Vision calls for large-scale and non-bureaucratic solutions to address what it refers to as a huge "youth problem. The UN has also kick-started the implementation of the UN-Wide Policy for Post-Conflict Employment Creation, Income Generation and Reintegration in Sierra Leone. The Policy enables the UNCT to better deliver as one for peace and prosperity. It calls for a three-track comprehensive approach while putting emphasis on the specific needs of women and youth in post-conflict settings.

While Sierra Leone has started taking steps in the fields of employment generation and social protection, a number of gaps have been identified which warrant focus in a comprehensive and integrated Decent Work Country Programme for Sierra Leone. It is based on the ILO strategic framework for 2010-2015 which has been prepared under extraordinary circumstances of the financial and economic crisis now affecting enterprises and workers all over the world. Economic and social policies and programmes in individual countries, as well as regionally and globally, are to be dominated by the imperative of responding to the global crisis. It is on this basis that the results-based Decent Work Country Programme (DWCP) for Sierra Leone has been drafted. The DWCP will support the delivery of efforts towards the Agenda for Change (PRSP II) of Government's and focus on employment generation. It is anchored within the UN Vision for Sierra Leone (UNDAF) and its overall objectives.

The DWCP will address some few time-bound priorities identified in consultations with social partners and other stakeholders. The DWCP priorities have been selected within the context of the ILO's mandate and comparative advantage as a specialized agency within the UN Family in Liberia, and are based on a consensus among the tripartite constituents. The priorities take into account lessons learned from on-going projects and anchors on national development priorities. For each priority, short and medium term outcomes have been formulated in gender-sensitive terms. Funding for the implementation of the DWCP for Sierra Leone will be sourced through mobilization of resources from joint UN programmes and initiatives, partnerships with development partners, national and international sources while the ILO will commit some of its regular budget technical cooperation resources towards the implementation of some of the activities.

## 1.2 Country Context

Sierra Leone has recently emerged from a long and protracted civil war that destroyed most of the country's social, economic, and physical structure. At the core of the conflict lay a class of marginalized young people, especially from rural areas, lacking education and access to livelihood opportunities. The country is ranked at the bottom (177) of the Human Development Index (Human Development Report 2007/2008) and is confronted with a number of development challenges, especially after the war. Life expectancy, productivity and literacy levels are low<sup>1</sup>.

## 2.1 Labour and Social Issues

Sierra Leone has experienced substantial economic growth in recent years, with real GDP growing since just after the end of the conflict in 2002. Despite some progress Sierra Leone's recovery remains fragile and the country continues to rank amongst the least developed countries. While some milestones have been achieved and post-conflict recovery appears to be gathering pace in the country, major challenges remain which are vital for peace consolidation and the march towards development. Among them is the alarmingly high level of poverty and unemployment, especially among the youth, women and other vulnerable groups like the youth with disabilities.

Sierra Leone's strong recovery, which began in 2000<sup>2</sup>, continued for an eighth unbroken year into 2008 when real Gross Domestic Product (GDP) grew by an estimated 5.5 percent despite a sharp spike in food and fuel prices. Much of this growth was concentrated in the informal agricultural, fishing, mining, and services sectors that make up the bulk of the economy. Formal economic activity is confined primarily to large scale mining, construction, retail services, tourism, and government employment.

The global recession has adversely shocked the Sierra Leone economy through two key channels: the terms of trade, and remittances<sup>3</sup>. Economic activity is slowing due to the reduction in export receipts, combined with a reduction in remittances from abroad. The impact has led to increased poverty and reduction of household income with adverse implications for social protection and employment. According to the financial crisis impact report on Sierra Leone, most recent statistics indicate that the global financial crisis will cause a fall in export earnings in Sierra Leone of approximately fifteen percent in 2009 compared to 2008. Based on the income distribution in the 2003 household survey, a ten percent decline in national income would increase poverty by twelve percent of the population, or about 600,000 people. These surges in food and fuel prices in the last two years could worsen poverty levels, especially among the unemployed/underemployed and refuel tensions, if not quickly checked. The country is thus at a critical stage in its post-war transition.

Out of a total population of 5.246 million people<sup>4</sup>, persons aged 0-35 years constitute 79 percent of the total population. Those under 14 years make up 45.7 percent of the population while those between 15-35 years of age account for the remaining 33.3 percent. The overall unemployment rate is estimated by the Sierra Leone Integrated Household Survey<sup>5</sup> at 5.3% open unemployment. Of the whole population, 53.4 percent of youth<sup>6</sup> are illiterate and most live in urban areas<sup>7</sup>. The number of youths seeking jobs in 2007 was put at

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<sup>1</sup> Human Development Report, UNDP, 2008

<sup>2</sup> John Weeks, Impact of the Global Financial crisis on the economy of Sierra Leone, International Policy Centre for Inclusive Growth, 2009, pg.4

<sup>3</sup> Youth Employment in Sierra Leone, World Bank, pg.1.

<sup>4</sup> US Census Bureau, <http://www.census.gov/pc/idb/country.php>, 2009.

<sup>5</sup> Employment and time spent on activities in Sierra Leone. Report based on the «employment and time use » module for the Sierra Leone Integrated Household Survey, SLIHS 2003-2004. Report of Analysis, ILO, December 2005

<sup>6</sup> between 15-35 years old

500,000<sup>8</sup>. The country has adopted a Youth Policy and a National Action Plan to promote opportunities for youth. They have, however, not been enough to address the major challenges of the youth, especially their access to jobs. Because of the war, many in this group lack education and skills with only 20% of 15-35 year olds having finished primary school. There is also a high rate of teenage pregnancy. Unemployment among urban youth is very high and also higher than among the rural youth. Opportunities in both formal employment and public sector jobs are fewer for youth. Young women are further disadvantaged and have less access to paid employment and formal employment<sup>9</sup>.

There are, however a number of other challenges. Apart from unemployment as well, lack of up-to-date labour market data especially in the agriculture and agro-processing, sectors - fisheries, mining sector, informal economy, infrastructure construction - interventions in both rural (including provinces and districts that have scarcely received any employment-related assistance) and urban areas. Statistics Sierra Leone has no system in place for employment surveys. No labour force survey has been done since 1989 i.e. for almost 20 years and, with all the changes that have occurred during and after the war, one is urgently required. However some employment data collected in the SL Integrated Household Survey, 2003 which the ILO assisted the country to analyse; and (ii) ILO has supported the country technically and financially to begin preparations for a new LFS. The country also lacks an employment policy (despite attempts at the formulation of a National Employment Policy since 1994, Sierra Leone does not have one) and an up-to-date labour law. Also missing are other relevant policies, such as on skills training as there is a vast proportion of the employed without schooling. There is also a dissonance between the skills in demand in the changing labour market and those produced by the existing training institutions.

The rehabilitation of infrastructure and transportation so far has not reached a level that can support or facilitate production in the different sectors and have employment creation potential for the many unemployed and underemployed. Both the road and other infrastructure network and transportation network remains small and completely inadequate. Apart from this, while the banking and financial sector has expanded since the end of the war, it is still not adequate to “meet needs of economic actors in the formal and informal private sector”<sup>10</sup>.

## **2.2 International Labour Standards and Social Dialogue**

Sierra Leone has ratified 6 out of the 8 core ILO conventions. The two yet to be ratified are C.138 and C. 182. Despite the ratification of some of the conventions, many challenges remain in the application of the rights and obligations enshrined under the conventions. National policies are yet to reflect the international labour standards. Particularly, there is a low awareness of the rights and standards throughout society, including the Legislature.

In addition, Sierra Leone has not been able to fulfil its constitutional (reporting) obligations for many years and needs to be assisted. Since 1976 (62<sup>nd</sup> Session of the ILC), Sierra Leone has not been able to fulfil another constitutional obligation, i.e. the "submission" of recently adopted International Labour Standards to its legislative authorities for information.

ILO constituents in Sierra Leone are the MoELSS and its Social Partners, the Sierra Leone Employers' Federation and the Sierra Leone Labour Congress. ILO constituents in Sierra Leone suffer from structural weaknesses and setbacks due to the war. A very understaffed and under-equipped Ministry of

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<sup>7</sup> Draft Poverty Reduction Strategy 2008-2012, An Agenda for Change, January 2009, pp 18, 102

<sup>8</sup> Date-Bah and Deleligné, ILO 2008

<sup>9</sup> Youth Employment in Sierra Leone, World Bank, 2009.

<sup>10</sup> Salua Nour, GTZ July 2007.

Employment, Labour and Social Security (MoELSS) is having difficulty rising to the challenges on the national agenda. The core structures of the Ministry of Employment, Labour and Social Security– including employment services, occupational health and safety, industrial relations and LMI were weak in terms of human resources, possession of relevant skills, equipment and other logistics to be able to carry out their roles effectively. It is regularly sidelined by the key government actors when it comes to dealing with investment and policy issues that have a bearing on decent work, employment and social protection.

The Social Partners, the Sierra Leone Employers' Federation and the Sierra Leone Labour Congress have a good social dialogue relationship. However, both have been weakened by the war and have lost membership, and need to extend into the new sectors and to have greater participation of women. They have their own specific recovery issues, but neither has been involved in the consultations over the PRSP. Both have as priorities employment generation, their own strengthening and the reinforcement of the MoELSS.

### **2.3 Social Protection**

The war has generated more vulnerable people to compound the numbers already in existence and therefore to expand the need for social protection. It is increasingly obvious that people are finding it difficult to fulfil their kinship obligations: for example informal sector workers are largely unable to send money back to their parents in the village.

Occupational Safety and Health (OSH) is in a dire situation in Sierra Leone; workplaces are hazardous, the MoELSS OSH unit is non-functional and has no information, and generally through out Sierra Leone, there is little evidence on the ground of the existence of, or compliance with a preventative safety and health culture. There are deplorable working conditions and health hazardous conditions of work in the mines, and this has become a challenge in a major sector of the country's economy.

Apart from this, child labour is a problem in Sierra Leone. Many are engaged in street trading and non-economic housekeeping activities, with half of them not attending school. Many work long and hazardous hours, often in harsh and exploitative conditions. While precise and reliable data are lacking, large numbers of children are thought to be engaged in the worst forms of labour and exploitative domestic work.

HIV/AIDS is on the increase with the number of reported cases rising from 23 per 1000 in 1992 to 62 per 1000 in 1997. According to the 2005 Population Based Sero-Prevalence Report, prevalence of HIV did not differ significantly between males (1.5%) and females (1.6%). People living with HIV/AIDS (PLWHAs) are discriminated upon and most often than not have limited opportunities to decent and productive employment.

These problems are issues the DWCP would like to tackle and contribute to the national development priorities of the government of Sierra Leone in tackling poverty through productive employment and sustained economic growth.

### **2.4 Gender**

Sierra Leone has ratified the ILO Conventions on Equal Remuneration (No: C.100) and Discrimination (No: C. 111). However, women in Sierra Leone still remain at the lower end of a segregated labour market and continue to be concentrated in a few occupations with few in positions of authority. More importantly, women workers are not aware of their rights and in general, they lack education, resource and opportunities. With about 85% of the people earning its livelihood from agriculture, agriculture will remain to be a backbone of the Sierra Leonean economy. More importantly, agriculture is labour intensive business

which creates employment opportunity for thousands of the less advantaged sections of the society. Many women workers are working in the agriculture sector, but they are usually at the bottom rung of the workforce. A high percentage of urban and peri-urban women (65%) are actively engaged in the marketing of agricultural commodities and in other small-scale productive activities in the informal sector. Their capacity and capability, however, are limited because of inadequate skills and knowledge and inaccessibility to meaningful credit facilities. More than half of the country's female workers are concentrated in the informal economy and are not recognized, registered, regulated or protected under labour legislation and social protection and are therefore not able to enjoy, exercise or defend their fundamental rights.

Market women operate in poor sanitary environment, where conditions are not conducive for more enterprising businesses. Poor and non-existent rural roads in most parts of the rural districts constitute a major bottleneck to the promotion of agriculture and other rural income-generating activities. Furthermore, the macro-economic conditions are in some instances actually hampering economic activities of the informal economy. The discriminations that women face at the work place are indicative of the kind of awareness that exists. In most sectors, gender distribution in the senior management position is skewed in favour of men, the top management positions were usually held by male and lower categories by female workers.

## **LESSONS LEARNT FROM PREVIOUS ILO SUPPORT AND INTERVENTIONS**

There have been a number of ILO programmes in the country before the war and also in the immediate aftermath of the war though the civil war brought previous good collaboration between the ILO and Sierra Leone to a near halt. Previous ILO projects in Sierra Leone include: Labour-intensive self-help rural work programme; Rural development (in partnership with WFP); Cooperatives development (MATCOM); Vocational training programme; Integrated development in rural fishing villages of Shenge; Population development planning; Assistance to employers' organisation in West-Africa on SMEs development; Hotel and tourism training; Construction and rehabilitation of roads in Moyamba District; Rural road rehabilitation and maintenance programme; Rehabilitation and construction of primary schools and health care facilities in Moyamba District; Development of small scale labour-based contractors for rehabilitation of feeder road; Employment Promotion for Poverty Alleviation; Social Protection Strategy in Sierra Leone; and HIV/AIDS Workplace Policies and Programmes in Sierra Leone.

Particularly, from 1992-1997, an ILO-supported project with World Bank and UNDP funding trained some 40 small-scale labour-based contracting firms and rehabilitated 300km of feeder to roads to all weather standards, generating considerable employment opportunities, skills development, marketing opportunities and private sector development.

The ILO Social Security Department has been providing assistance to the country's social security field since the end of the war. In 2002, National Social Security and Insurance Trust (NASSIT) agency was established to contribute to the development of its policy, strategy and structure, and to enhance its capacity is highly appreciated by NASSIT. More is expected from the ILO, such as to extend coverage to workers in the informal economy and rural areas and also for NASSIT to undertake more investment ventures (affordable housing, transportation etc) that can generate more jobs.

In 2008, the ILO together with UNIDO and UNDP designed the four-year "***Multi-stakeholder Programme for Productive and Decent Work for Youth in MRU countries and Côte d'Ivoire***". The implementation of programme activities, in employment services and in the skills sector, began in the summer of 2009 in

Sierra Leone. ILO also supported the Government of Sierra Leone to formulate and implement the Youth Employment Scheme (YES) funded through the UN Peace Building Commission and a Basket Fund. Apart from this, the ILO provided technical support to assist MoELSS to promote inclusion of employment and other decent work dimensions in the PRS, in August and October 2008. In 2008, an ILO-supported time-bound TACKLE programme was established and aims to eradicate child labour by 2015 and another ILO-supported programme to strengthen Sierra Leone's HIV/AIDS prevention in collaboration with the National AIDS Secretariat (NAS).

Important results have been achieved and valuable lessons learnt. There are several ongoing programmes and other initiatives in Sierra Leone that are geared towards addressing the employment challenge. However, the employment initiatives were not properly coordinated and sometimes overlap and donors have raised the issue of dealing with employment in an integrated framework. One of the positive lessons learnt is that all the UN agencies and development organisations acknowledge the ILO's comparative advantage in employment initiatives and in the areas of skills development and tripartism. The DWCP intends to leverage on this comparative advantage. One major problem is the lack of absorptive capacity of the constituents which has not allowed for their effective participation in the implementation of technical cooperation projects. Thus, this current DWCP aims to build on earlier interventions and existing initiatives jointly with the UN and other development partners. The DWCP would also enhance the weak absorptive capacities of the ILO partners to ensure their full participation in the implementation of the DWCP and other projects that would be undertaken in Sierra Leone.

## **Alignment of DWCP Priorities with the National Development Framework Priorities**

As mentioned in the introductory section, preparation of the 2010-2012 Decent Work Country Programme was guided by the simultaneous development of the second PRPS II- Agenda for Change and the elaboration of the UN Joint Vision document. It also included an independent country assessment of the decent work deficits in Sierra Leone as it relates to the ILO strategic objectives. The second Poverty Reduction Strategy 2008-2012 (PRS II) is a focused, results-oriented strategy that prioritises three sectors: **agriculture, transport/infrastructure and energy**. The PRS has youth employment as an outcome in its Results Matrix, to which it allocates US\$ 35 million. The Government has adopted a Youth Policy and a National Action Plan to promote employment and empowerment opportunities for youth and with the support of UNDP, launched the Youth Employment Scheme, financed by a basket fund.

All ILO assistance to Sierra Leone will be channelled through the results-based Decent Work Country Programme (DWCP) for Sierra Leone which aims to both support and inform the PRS II and the UN Joint Vision. The DWCP intends to build on the UNDP-ILO collaboration on the Youth Enterprise Development Project undertaken between 2008/9 where the ILO comparative advantage in the area of skills development will be enhanced. It intends to harness and upscale on the current activities while providing an advisory role to the newly established National Youth Commission.

The UN Joint Vision results matrix to which the DWCP contributes was endorsed by the whole UN family in December 2008 and key partners from the Government, donor community and civil society. Through the Vision, the UN family have agreed to combine efforts behind one overall priority to further consolidate peace in Sierra Leone through four programme priorities: (i) the economic integration of rural areas, (ii) the economic and social integration of the youth, (iii) an equitable access to health services; (iv) an accessible and credible public service. Specifically, the programme's objectives are: (i) growth-induced job generation; (ii) enabling environment for business development, with good conditions of work, (iii) skills development, (iv) area based programmes and interventions for socio-economic reintegration of vulnerable groups, (v) labour market and regulatory framework to support public investment and growth, with due respects for

rights at work and, (vi) to ensure wide public participation and social dialogue for policy revision and implementation process. The ILO would be leading the development and implementation of the UN Vision Programme 19 on Youth Employment with the UNDP and the Quick Employment-Impact Project (QEIP) through the DWCP.

## **The Decent Work Country Programme Priorities**

The DWCP strategic priority areas and their associated outcomes were identified in a country assessment study conducted in 2008 and series of consultations with constituents and key national stakeholders at a workshop in Freetown from 23-25 September 2008 and validated in September 2009. They are based on the draft PRS II, the UN Joint Vision Document for Sierra Leone (a form of UNDAF), the ILO Strategic Framework for 2010-2015, Programme and Budget (P&B) 2010-2011 and the global jobs pact which has been adopted by the constituents of the ILO. From the regional perspective, the DWCP will also contribute to the attainment of the Decent Work Agenda for Africa (DWAA 2007-2015) on which it is anchored, in particular through the Social Justice Declaration, and based on the Africa regional priorities for the biennium.

For the period 2010-2012, three DWCP priority areas have been identified and aligned with the PRS II:  
**Country Programme Priority (CPP) 1: Public and private investment generate a substantial and growing demand for labour and Income**

**Country Programme Priority (CPP) 2: Increased socio-economic stability and higher productivity through basic social protection schemes (social transfers, social assistance, social health protection) and safer workplaces; and**

**Country Programme Priority (CPP) 3: Strengthened ILO constituents effectively contribute to governance for an integrated economy and a healthy labour market**

The first two Country Programme priorities aim to contribute to forestalling the collapse of growth and improving security. This will be done by effectively integrating youth in the economy through mainstreaming youth employment in all initiatives and targeting vulnerable youth with special initiatives. The Country Programme Priority 3 will focus on the restructuring and capacity improvements required for ILO constituents to fulfil their constitutional obligations and participate proactively in the governance required for the first two priorities.

The three Country Programme Priorities will contribute towards Sierra Leone's efforts to achieve Millennium Development Goals (MDGs) #1: Eradicate extreme poverty and hunger; #2: Achieve universal primary education; #3: Promote gender equality; #6: Combat HIV and AIDS, and #8 on partnerships and strategies for decent and productive work for youth. In addition, by promoting the ratification of ILO's equality conventions, the DWCP should also contribute to the achievement of MDGs 4 and 5, dealing with maternal health and child mortality. By addressing the three priorities, The DWCP will contribute to the actionable areas of the employment priorities of the PRSP II. The DWCP will use strategies based on the pooling of the ILO technical expertise and resources with the use of innovative ways to manage for results.

Below are the programme outcomes, indicative outputs and activities under each of the Country Programme Priorities (CPP). Each outcome also has a corresponding strategy which will be used by the ILO and its partners to achieve the outcomes and indicators that would be used to measure the achievements and targets.

## **PROGRAMME OUTCOMES, OUTPUTS AND ACTIVITIES**

### **Country Programme Priority 1: Public and private investment and policies generate a substantial and growing demand for labour and Income**

In keeping with the GoSL and PRS II priorities, **Country Programme Priority 1** aims to ensure a large scale, fast track creation of jobs and rise in incomes. The DWCP will support the elaboration of policies and programmes that will increase employment potential of investments in these sectors. It focuses on interventions that will enable public investment in growth sectors to lead to higher job creation and income generation with links to key growth sectors –energy, infrastructure, transport and agriculture. An outcome under this priority will focus on *more jobs for youth* as their special needs, and the security implications attached, require targeted action. This requires particular emphasis on engaging youth who make up a large share of the population but face disproportionate barriers to enter the labour market. The youth, if part of the active labour force, are a potentially tremendous resource for the economic development of Sierra Leone. Conversely however, failure to take concrete and results-oriented measures to address the youth unemployment and underemployment would lead to serious consequences.

The target populations under Country Programme Priority 1 are the young men and women, women, farmers and the vulnerable groups. These include the tens of thousands of internally displaced people (IDPs) who cannot go home, returnees and ex-combatants. Effort needs to be made not to focus mainly on male youth, but also the young women, including girl or teenage mothers.

### **Country Programme Outcome 1.I: Policies and investment programmes in key sectors effectively promote the creation of more jobs and higher income opportunities for youth, farmers, women and vulnerable groups.**

Since 1979 despite the unemployment situation which for Sierra Leone had been due to the continuing economic crisis, prolonged negative impact of the global recession on exports which have held back the growth of output and employment, the effect of the economic structural Adjustment programme etc. The DWCP will support the development of a national employment policy, enhance labour productivity in agriculture and other key priority sectors, accelerate productive employment in the informal and formal sectors, and encourage the labour-intensive strategy for employment and income generation.

#### **Strategy for Outcome 1.I:**

Moving on from a purely job creation project/programme approach, the DWCP will support public and private investments initiatives, which will include a gender perspective. It will support national efforts by providing policy advice and making tools available to constituents, so that they better apply the principles and provisions of Employment Policy Convention 1964 (No. 122) and the Social Justice Declaration. Focus will also be on strengthening the capacity of the MoELSS, workers and employers' engagement in the formulation and implementation of policies that influence employment outcomes; and strengthening engagement with ministries that are responsible for national planning and budgeting, SMEs and reporting. Special emphasis would be placed on analysing the impact of trade and financial policies on employment and labour markets.

#### **Indicators and Targets:**

- Percentage reduction in Unemployment rate by sex and age,
- Number of jobs created by new investments
- National economic stimulus strategies prioritise decent work and income opportunities by 2012.
- National Employment Policy adopted by 2011

- Tripartite Committee for dialogue on employment issues established in 2010 and functional
- Number of labour laws reviewed and revised by 2012
- Number of Wage experts employed in MoELSS by 2011
- Revised wage policy and minimum wage legislation adopted that improve minimum wage by 2012
- SME policy adopted by government and action plan on SME operationalised by 2011
- Existence of Investment code in operation by 2012

### **Output 1.1:**

Policies and Programmes promoting employment promulgated and implemented

#### **Activities:**

- Assist the Ministry of Employment Labour and Social Security in undertaking an employment diagnostic analysis to identify constraints to inclusive and job-rich growth in Sierra Leone.
- Provide technical and financial assistance to MoELSS in drafting a National Employment Policy and submitting to the national government for approval.
- Support the MoELSS, workers' and employers' organisations to review the Wage Policy and revise out-dated labour laws.
- Assist the MoELSS, workers' and employers' organisations establish a tripartite, inter-ministerial and non-State actors mechanism for dialogue on employment, to analyse, design, coordinate, monitor and evaluate employment with concerns of gender equality addressed (as a follow-up to the AU Summit Declarations). –
- Organise sensitisation and capacity building workshops for the legislators on ILO Conventions and Labour Standards.
- Hold consultations with the Ministry of Trade and Industry on development of a SMEs Policy and Action Plan.
- Collaborate with the MoTI in developing and publishing a Business Code for doing business in Sierra Leone.

### **Outcome 1.II: Inclusive Youth Employment through integrated supply- and demand-side interventions including job creation-schemes, self-employment in small and medium enterprises and access to vocational skills training and employment services.**

A large proportion of young men and women in Sierra Leone lack education and skills necessary for decent and productive employment. In addition, a large portion of young Sierra Leoneans do not have the tools required in the labour market and as such lack employment opportunities. Youth, especially disadvantaged youth groups such as women and ex-combatants etc., need to be empowered and their employability boosted so that they can take part in building Sierra Leone. This outcome aims to improve the employability, and employment rates, of young people, especially disadvantaged youth groups such as women, and persons with disabilities. Young men and women in general and the disadvantaged youth in particular, will be targeted.

The DWCP activities under this outcome on youth employment will feed into a larger UN-wide Joint Programme on youth employment. This joint programme is a part of the UN Vision for Sierra Leone and will address both the supply and demand sides of youth employment: from labour-based public works and employment intensive agriculture schemes to the provision of market-based vocational skills. This involves (i) working closely with the Ministry of Public Works and agriculture, (ii) growing small contractors in rural areas, (iii) building institutions for skills training in rural areas focusing on entrepreneurship development, value chain upgrading and agro-processing, and (iv) providing microfinance schemes.

The DWCP will make use of the ILO expertise in local economic development, enterprise and cooperatives development in rural areas and ILO materials on LED operational guidelines in post-crisis situations, SIYB, EYB and cooperative training packages will be used.

### **Strategy for Outcome 1.II:**

To enable the young men and women in Sierra Leone to enter and actively participate in the labour market the strategy to be used within the DWCP will combine skills development, work experience, employment services and entrepreneurship-related interventions. It will include strengthening TVET and skills institutions capacity to forecast skills needs and match skills delivery with labour market needs. Activities to enhance entrepreneurship and self-employment will be developed and will be complemented by women's enterprise development and gender-equality in local economic development. The technical capacity of BDS and SMEs service providers will be strengthened. It will promote employment-intensive infrastructure investment while constituents will be assisted in making employment central to recovery and reconstruction.

### **Indicators and Targets:**

- Number of demonstration projects implemented with number of youth-led local economic activities.
- National Youth Policy and Action Plan reviewed and endorsed by the government by 2011
- The percentage of graduates (male and female) from the training programmes who gain productive and decent employment by 2012.
- Number of TVET institutions with revised Curricula and courses
- Functional and effective NTVET Council in place to harmonize and standardize national curricula
- Number of young men and women having accessed career information by 2011
- Number of youth (male and female) with skills to engage in self-employment and in paid employment using ILO tools and manuals (LED, TREE, SIYB, KAB, etc) by 2012.
- Number of BDS provider networks established to provide SIYB, EYB and GYB entrepreneurship training by 2011
- Number of jobs created for young women and men participating in employment –intensive public works programmes and other key growth sectors

### **Output 1.2.1:**

- National Government Capacities on Strategies for Youth Employment Strengthened

#### **Activities:**

- Support the National Youth Commission by providing advisory services on youth employment.
- Conduct a Study Tour for the NYC and YES staff to places with best practices on youth employment initiatives

### **Output 1.2.2:**

- Joint Programme on Quick Impact Youth Employment Programme Developed and Implemented

#### **Activities:**

- In collaboration with the UNCT, develop a Joint UN Programme 19 on Youth Employment, Empowerment and Reintegration focusing on skills and vocational training, public works, entrepreneurship and access to social capital.
- Identify labour-based employment demonstration projects and piloted on the basis of the local context.
- Support the Ministry of Education, Youth and Sport (MEYS) to review the National Youth Action Plan.

- Assist the MoELSS in staffing 2-4 Job Centres to provide Job placement, counselling and career advisory services in Freetown and the rest of the country.
- Support the institutional capacity of some TVET institutions and curricula development of TVET institutions and ensure that TVET curricula are tailored to meet labour market skills demands.
- Support the National TVET Council on harmonization and standardization of certification of national Curricula and key competencies in TVET institutions
- Hold consultations with the public and private sector organisations including UN and NGOs on the establishment of apprenticeship schemes.
- Conduct TOT workshops for BDS providers and the youth, using ILO tools and manuals on entrepreneurship programmes and local economic development.

### **Outcome 1.III: Labour Market Information and Analysis System in place with regular up-to date employment and labour market data.**

The country's labour market information system (LMIS) is to be improved to regularly collect and analyse data on the status of the labour market, provide key labour market indicators, and promote the use of labour market information for appropriate employment policy formulation and employment monitoring. The analysis of the labour market will enable the government to develop appropriate employment policy and ensure that employment creation is at the core of economic policies.

#### **Strategy for Outcome 1.III**

Dedicated technical assistance will be provided to SSL and MoELSS in the upgrading of the LMI database system so that it could effectively support the expanding employment programme. National capacities of Statistics Sierra Leone and the LMI department in the MoELSS will be strengthened to collect and analyse data and to conduct Sierra Leone's first National Labour Force Survey and other employment-related studies for policy development. Partnerships with other international organizations are foreseen.

#### **Indicators and Targets**

- Labour market information units linked to national monitoring systems by 2012
- LMI database repository in place by 2012
- Integrated Labour Force survey data and Child Labour Surveys data available and accessible by 2012
- Key labour market information bulletins issued by SSL available by 2012
- Number of users accessing the LFS and LMI database by 2012
- LMIS utilized for policy formulation and programming by 2012

#### **Output 1.3:**

- Labour Force Survey Conducted

#### **Activities:**

- Engage a consultant that would assist the SSL and MoELSS develop proposals to mobilize resources for the conduct of a Labour Force Survey (LFS) and the establishment and use of a labour market information system (LMIS).
- Provide technical and financial assistance to SSL/MoELSS to conduct Labour Force survey/child labour surveys.
- Recruit an international LMI expert to support the MoELSS/SSL on the LFS.
- Train MoELSS/SSL Staff and Deliver on-the-job training for the conduct of the LFS
- Providing support to Statistics Sierra Leone to develop and integrate specific employment modules into the Household Surveys and other similar LMI activities.

## **Country Programme Priority 2: Increased socio-economic stability and higher productivity through basic social protection schemes (social transfers, social assistance, social health protection) and safer workplaces**

This priority focuses on mending the social fabric torn by the war and poverty, in ways that contribute immediately and in the longer run to social and economic stability and to restoring dignity. It aims to ensure a minimum level of protection in the fast-track job creation process. The DWCP will focus on (i) occupational safety and health (OSH) in the workplaces; (ii) ensuring a better implementation of already ratified instruments and (iii) promoting other instruments which constitute the backbone of some of employment, labour administration, OSH, social dialogue, child labour, HIV and AIDS, etc. The DWCP will also consider the promotion of the governance/priority Conventions which are yet to be ratified by SL, i.e. C.122 and C.129.

The DWCP proposes a broader form of social insurance than the health insurance scheme proposed by the draft PRS II, one that has demonstrated its capacity to a) reduce poverty among beneficiary households, b) strengthen intergenerational solidarity and transfers, c) insure poorer rural communities against the adverse effects of agricultural reform and d) encourage local economic activity<sup>11,12</sup>. It is beneficial to women who live longer and are life-long carers including of HIV/Aids orphans, and to workers in the informal sector.

The target populations of this priority are workers and farmers in the PRS priority and growth sectors, including People living with HIV/Aids, the elderly and their households, children and the households they belong to. Collaboration with the ILO's SAFEWORK, Social Security, and ILO/AIDS departments and programmes is indicated.

### **Country Programme Outcome 2.I: Improved working conditions and coverage of workplace policies and programmes on HIV AIDS, TB and STI in PRSP-priority and growth potential sectors (agriculture, infrastructure, manufacturing, industry, energy, mining and tourism).**

#### **Sub-Outcome 2.1.1 Improved Working Conditions for women and men**

Improvement of working conditions is at the core of the ILO's mandate. This is reinforced by the adoption of the Social Justice Declaration and its emphasis on the need for sound policies regarding conditions of work. The MoELSS has an occupational safety and health (OSH) unit that is moribund and weak in human capacity. The OSH unit in MoELSS needs to be resuscitated so that it can support the sectoral bodies, the Sierra Leone Employers' Federation and the Sierra Leone Labour Congress. . This should be accompanied by a build up of the labour inspectorate (see Outcome III.1).

#### **Strategy for Outcome 2.1.1**

Technical assistance will focus on policy advice, analysis of country practices, platforms for consensus building and OSH concerns addressed in operational strategies and policy responses through advocacy efforts and support that emphasizes decent work. A strong emphasis will also be given to researches in sex-disaggregated data, training, education, information dissemination, and awareness campaigns to launch a culture of preventative safety and health.

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<sup>11</sup> SECSOC, (ILO) 2008. Social Security for all: investing in global social and economic development, Geneva

<sup>12</sup> L. Keizi, 2007. Can universal pension help in reducing poverty in old age in Kenya? Retirement Benefits Authority Research Department

**Output 2.1.1:**

- National Government Capacities on OSH Enhanced

**Activities:**

- Assist the MoELSS to establish a tripartite + OSH Advisory body
- Engage a Consultant to conduct an OSH situational analysis or baseline survey (OSH Profile) to benchmark and prioritize OSH action and to support the development of OSH policy.
- Assist the MoELSS to conduct an establishment survey jointly led by MoELSS, Statistics Sierra Leone (SSL) and social partners in collaboration with MDAs.
- Engage a Consultant to undertake a review of national OSH laws and regulations instruments in view of reform and enforcement proposals.
- In collaboration with MDAs, establish focal points in both public and private organisations.
- Recruit Consultant to develop action-oriented programme on OSH.

**Output 2.1.2:**

- Greater awareness of OSH among ILO constituents, decision-makers and implementing agents, the media and local communities through effective advocacy and lobbying mechanisms

**Activities:**

- Organise capacity building programmes for the OSH focal points and statisticians so that they can initially take on advocacy, OSH data collection and analysis, and mentoring/involving their counterparts in the ministries to take over the task.
- Conduct national advocacy and awareness campaigns on safety and preventive health measures in collaboration with the Ministry of Information and MoELSS.
- Conduct sensitization workshops on safety, health procedures and processes in work places for the workers' and employers' organisations.
- Assist the MoELSS to draft National and sectoral OSH policies
- Implement action oriented programmes for vulnerable sectors such as the 'Work Improvement in Small and medium-sized Enterprises' (WISE) methodology for the SMEs and 'Work Improvement in Neighbourhood Development' (WIND) methodology for informal small-holder agricultural farmers in rural settings.

**Indicators and Targets**

- 25 – 35% reduction in work-related accidents by 2012
- Occupational health and safety law that governs reviewed and instituted by 2012
- Revised OSH Policy enacted and adopted to improve working conditions by 2012
- A functional OSH unit in MoELSS by 2010
- A functional OSH Advisory body by 2010
- Number of MDAs and SMEs with OSH focal points by 2011. Target -20
- Number of factory inspections carried out to ensure application of OSH standards by 2012
- Number of organisations and industries penalised for flouting OSH standards by 2012
- Number of action-oriented programmes developed and implemented by 2012. Target is 2-3

**Sub-Outcome 2.1.2 Workplace Programmes respond to needs for HIV/AIDS prevention, treatment, care and support**

The strategy for the achievement of this outcome will be based on the National HIV/AIDS Strategic Plan (2006—2010) and on the National Action Plan on HIV/AIDS and the world of work (2008-2012). In

particular, the DWCP will assist the Government of Sierra Leone and the social partners to scale up key sectoral responses under the Strategic plan's priority areas, further elaborated under the action plan on HIV/AIDS in the workplace. Existing country, regional and district level structures will be utilized to scale up the interventions. In terms of outputs and activities, the Sierra Leone Workplace Policy on HIV/AIDS Action plan (2008 – 2012) will be the main framework of reference.

### **Strategy for Outcome 2.1.2**

A strong initial emphasis will be given to pursuing policies and programmes that will be gender-sensitive, and integrate persons with disabilities. The aim is to halt the spread of HIV/AIDS. Focus will be on training, education, information, advocacy and raising awareness on HIV/AIDS to launch a culture of preventative safety and health. The capacity of ILO constituents in designing and implementing comprehensive interventions and work place programmes on HIV/AIDS will be strengthened, as will the policy and legal framework to support enterprise level interventions. There will be on-going collaborations with UNAIDS and the UN Learning team (UNLT) on joint HIV/AIDS programmes. The strategy would also involve inter-sectoral collaboration with the ultimate goal of establishing an HIV/AIDS programme in the work place. The strategy will support constituents to develop national tripartite work place policies on HIV/AIDS.

### **Indicators and Targets**

#### **National level**

- Functional HIV/AIDS Workplace Committees established by 2011
- Number of HIV/AIDS work place programmes developed and launched by 2012 Target 3-4
- Number of sectors which apply the HIV/AIDS Work Place Policy by 2012 (Target 4)
- Number of HIV focal points in MDAs by 2011. Target is 30
- Number of Collective Bargaining Agreements (CBAs) including provisions on HIV/AIDS signed (specifying sectors) by 2012. Target is at least 3 CBAs.

#### **Workplace level**

- Number of enterprises or institutions in priority sectors with budgets allocated to and used for HIV/STI and TB (where appropriate) programmes by 2011. Target is 5
- The number of community outreach programmes implemented in priority sectors by 2011. Target 4

#### **Output 2.1.2:**

- HIV and AIDS workplace concerns are included and mainstreamed in other national projects and programmes of the ILO and its development partners.

#### **Activities:**

- Train HIV/AIDS focal points in MDAs and other staff (labour inspectors, OSH officials, workers' and employers' representatives, peer educators, etc).
- Support identified sectors to develop workplace programmes applying the HIV/AIDS workplace policy.
- Support enterprises to train staff on HIV/AIDS (HIV/AIDS focal points, line managers) in priority sectors.
- Mobilize managers within enterprises or institutions in priority sectors to allocate budgets to HIV/STI and TB (where appropriate) programmes.
- To scale up training for employees within workplaces on HIV/AIDS (specifying by FPs, peer educators etc)
- To support implementation of community outreach programmes in priority sectors
- Support inclusion of provisions on HIV/AIDS into Collective Bargaining Agreements (CBAs)

## **Outcome 2.II: Child Labour substantially reduced by 2012 in PRSP-priority sectors and growth potential sectors (agriculture, mining, Manufacturing, infrastructure/construction, energy and tourism).**

The ILO and the Government of Sierra Leone are already collaborating in a TACKLE programme (ILO/IPEC) that aims at eliminating child labour (CL) particularly in its worst forms by 2015, in line with the Global Action Plan on Child Labour (GAP) endorsed by the 2007 ILO Africa regional meeting.

Within the context of this DWCP which hinges on the PRSP II and therefore runs till 2012, the initial emphasis will be to reduce CL in the sectors into which heavy investment will be flowing and where child labour is present (agriculture and mining), as well as in the urban informal sector. The existing programme will be refocused as necessary.

### **Strategy for Outcome 2.2**

The DWCP strategy will be to support national action plans targeting the worst forms of child labour in Sierra Leone. As education and training has links to child labour, the strategy will involve capacity building of local authorities and the social partners to plan and implement measures to eliminate child labour will be given the key role, as will advocacy towards the line ministries of the PRSP and priority sectors. Education and skills training will be targeted at disadvantaged children, especially those affected by the country's conflict and orphaned by HIV/AIDS. The gender dimensions of child labour will be addressed by including sex-disaggregated data in child-labour surveys.

### **Indicators and Targets**

- Existence of functional Institutional framework to deal with child labour (e.g. National Tripartite Steering Committee and Child Labour Unit) by 2012
- Conventions C.138 and C.182 Ratified and national labour framework harmonized in line with these conventions by 2012
- Child Labour Action Programmes implemented by 2010
- Child Labour law enforcement mechanisms developed by 2011
- National child labour survey data available by 2011
- National Action Plan (NAP) on CL finalized and adopted in 2011
- System established to provide up-to date sex-disaggregated data and information on child labour by 2011.

#### **Output 2.2.1:**

- Existing Legal Framework on Child Labour Revised

#### **Activities:**

- Hold a 2 days workshop for training of Parliamentarian on Child Labour issues especially C. 138 and 182 to accelerate ratification process.
- Provide financial and technical support to government for the ratification of ILO Conventions 138 & 182
- Hire consultant to assess legal framework (education, child protection and labour legislation) in view to harmonising education and labour legislations
- Support the development of a National Action Plan against Child Labour
- Train Labour inspectors on child labour issues and support the Ministry to strengthen their capacity to tackle child labour issues.

#### **Output 2.2.2:**

- Strengthened institutional capacity leading to improved ability to formulate and implement child labour strategies

**Activities:**

- Strengthen national ownership on Child Labour through an effective national, tripartite steering committee.
- Support the development of a national action plan (NAP) that will develop and implement integrated policies to eliminate child labour by 2015;
- Conduct trainings for Ministry of Education on developing education policies and programmes.
- Support the assessment of school monitoring system with a view towards mainstreaming child labour issues into the system.
- Hold consultations and workshops to assess and revise school monitoring system so as to mainstream child labour issues into the system.
- Support the creation of a Child Labour Unit within the Ministry of Employment and Social Security (MoELSS).
- Provide Technical & financial support for National Technical Steering Committee against Child Labour to take the lead in the fight against CL
- Conduct at least 5 trainings for government officials and other implementing partners based on capacity needs identified.
- Support the training of staff from National Statistics office on child labour data collection.

**Outcome 2.III: Basic Social Protection Package ensures universal access to basic health care and old age pension (OAP)**

The DWCP will provide technical assistance to examine the feasibility of setting up a universal social protection package in Sierra Leone. It would look into old pension issues such as population assessment and identification of beneficiaries, and the public and private possibilities for the efficient transfer of cash without wastage. It will assist the relevant ministries, the social partners and other partners, with adopting governance systems and deciding on governance issues such as pilot schemes, age limits, cash transfer mechanisms and the pension rate. Key officials will carry out a fact-finding tour to other African countries granting a universal pension.

**Strategy for Outcome 2.3**

The DWCP strategy will support the extension of social health protection and will provide technical support for piloting key features of a social health insurance scheme (SLeSHI) aimed at achieving universal access to essential quality health care in selected districts. Advisory services aimed at closing coverage gaps and establishing a basic health insurance scheme as well as strengthening the planning and implementation of NASSIT would also be part of the strategy. For the set-up of this institution, possible synergies for membership registration and management, complaints processing etc. with NASSIT will be explored. The strategy for improved access to better quality health services will be financed through multiple sources.

**Indicators and Targets**

- Availability of timely and reliable data on population and health care access
- Functional governance structure for the universal pension scheme in place by 2012.
- Existence of legislation on the universal pension scheme strategy endorsed by national government by 2012.
- Availability of Feasibility Report on basic health care access and social health protection scheme

**Output 2.3:**

- A well administered Social Protection System established in Sierra Leone

**Activities:**

- Promote advocacy campaigns for abolishing user-fees for a defined benefit package (primary and limited secondary care)
- Engage a Consultant to undertake a feasibility study on basic health care access and social health protection scheme
- Support the establishment of a legal and institutional framework for Basic Social Protection Package
- Support the establishment of cash and in kind transfers mechanisms
- Provide support to the government to establish an independent social health insurance scheme governed by a board of directors by building on NASSIT experience.

**Country Programme Priority 3: Strengthened ILO constituents contribute effectively to governance aiming for an integrated economy and a healthy labour market**

Democratic processes and wide participation are key factors in sustainable development. The participation of the social partners, as well as of other member-based organizations, is crucial for effective economic and social policies and addressing national problems such as poverty reduction and employment promotion. Dialogue means opportunity and hope, but also balanced and well-informed solutions, sustainability and ownership. The decisions made through dialogue prove to be much more stable and all-encompassing.

To that end, a priority in Sierra Leone is to promote an institutional framework to encourage cooperation between the Government, the employers' organizations, and workers' organizations, to ensure industrial peace, productivity, employment and better working conditions. The DWCP will support the national tripartite partners in their effort to increase national legal literacy on labour and employment matters. Tripartite constituents will be supported and capacities strengthened. Additional support will be drawn from relevant courses the ILO Turin International Training Centre. Where feasible, support from international employers and workers' organizations will be sought to develop programmes and activities, including the strengthening of the constituent partners.

**Country Programme Outcome 3.I: A Restructured and Strengthened MoELSS is better able to coordinate labour and employment issues both nationally and internationally**

In order to effectively and fully play its role, the MoELSS would need to be restructured, strengthened with human and material resources, and integrated into the policy and investment decision-making framework. The DWCP would support the MoELSS strategic plan and restructuring which would place the ministry to efficiently contribute to results-focused national planning processes including the PRS and ensure that job creation is mainstreamed into socio-economic policy and programmes, particularly for young women and men. It would also assist the ministry to effectively support the Sierra Leone Labour Congress and Employers' Federation, in capacity building, tripartite consultations and social dialogue and support mechanisms for tripartite consultations and quick resolution of industrial relations disputes.

**Strategy for Outcome 3.1**

Technical advice will be provided to MoELSS to ensure alignment of labour law reforms with international standards. The office would also provide policy advice and assistance in improving mechanisms for strengthening national labour inspectorates.

## Indicators and Targets

- Re-profiled MoELSS with continued capacity to respond to labour and employment issues by 2011.
- Capacity Building Plan for MoELSS implemented in line with the Strategic Plan by 2011.
- At least 2-3 functional employment services units functional in the provinces by 2011
- Number of new staff employed in MoELSS by 2011.

### Output 3.1:

- Strengthened institutional and human capacity of Ministry of Employment, Labour and Social Security (MoELSS).

### Activities:

- Support the ministry by recruiting a Decent Work and Employment Creation Specialist to be attached to the MoELSS.
- Support the re-profiling of the MoELSS existing staff and units in line with the Strategic Plan recommendations.
- Assist the MoELSS in the staffing of existing employment exchanges (job centres) in the provinces. The strengthening and capacity building of the new MoELSS needs to fit under the Public Sector Reform project, so that the new Ministry is ensured of retaining its newly skilled staff.
- Assist in the development of a capacity building plan for existing and new staff.
- Enhance the MoELSS capacity to perform its ILO constitutional and reporting obligations
- Conduct study tours for MoELSS staff on key areas of operations like labour administration, OSH, Social Dialogue, labour inspectorate, etc.

## **Outcome 3.II: A restructured and strengthened Sierra Leone Employers' Federation and Sierra Leone Labour Congress better represents members' interests and effectively contributes to social dialogue in the key sectors**

Due to the weak membership of SLEF and the SLLC, the DWCP proposes a restructuring of the two organisations. The DWCP will assist the employers and workers organisations by strengthening their capacities to meet the challenges of good governance and social justice in the context of globalization.

### Strategy for outcome 3.2

The DWCP will include institutional strengthening and capacity building of the SLEF and SLLC so that they can effectively meet the needs of their members and influence decision making on labour, social and economic policies and programmes. It will involve strengthening of the SLEF and SLLC organisational structures which will enable them develop new and improved services to their members.

### Output 3.2:

- Strengthened institutional and human capacity of Sierra Leone Employers' Federation (SLEF)

### Activities:

- Engage a Consultant to undertake a Capacity Needs Assessment for SLEF and SLLC
- Assist the SLEF and SLLC in drawing up strategic plans for the organisations
- Support the conduct of advocacy campaigns on membership drives.
- Provide institutional support to the SLEF and SLLC in the recruitment of new personnel.
- Conduct training programmes to improve capacity of the executive members and staff of SLEF and SLLC in their recruitment drive.
- Organise a Study Tour to other employers' association in the sub-region for knowledge sharing and cross-fertilisation of ideas.

### **Output 3.3:**

- Strengthened institutional and human capacity of Sierra Leone Labour Congress (SLLC)

#### **Activities:**

- Engage a Consultant to undertake a Capacity Needs Assessment for SLLC
- Assist the SLLC in drawing up strategic plans for the organisations
- Support the conduct of advocacy campaigns on membership drives.
- Provide institutional support to the SLLC in the recruitment of new personnel.
- Conduct training programmes to improve capacity of the executive members and staff of SLLC in their recruitment drive.
- Organise a study tour to other workers' association in the sub-region for knowledge sharing and cross-fertilisation of ideas.

#### **Indicators and Targets:**

- Strategic Plans for SLEF and SLLC endorsed and implemented by 2011
- Capacity Building Plan implemented by 2011
- Number of New personnel (women and men) recruited by SLEF and SLLC by 2012
- Number of new members by 2011
- Budgeted plan adopted to extend services to current and potential members of SLEF and SLLC.
- Number of new identifiable services provided to members by 2012
- Number of SLEF and SLLC members with skills to participate in labour and employment decision making in Sierra Leone by 2012.

### **Cross Cutting Priorities**

In line with the ILO Declaration on Social Justice and Fair Globalization, the DCWP will consider gender equality and non-discrimination as cross-cutting issues to be tackled under each of the three DWCP priorities.

The DWCP will take a two pronged strategy to tackle these issues. Both women and men and traditionally discriminated people will equally benefit from the DWCP programmes as the ILO pays particular attention to ensure that women and discriminated populations actively take part to the development Throughout the implementation of the DWCP the gender specialist in Addis complemented by available expertise in Abuja Office will support capacity building of the programme managers.

The DWCP will also address the specific needs of young women and men under each DWCP priorities as recommended in the UN-Wide Policy for Post-Conflict Employment Creation, Income Generation and Reintegration. Activities under outcome 1 will address the special challenges young people face in getting jobs. The DWCP integrates the fact that youth is not a homogenous group and young women and men face different challenges. The DWCP will refrain from taking a security dominated approach to youth employment in order not to overlook the particular and pressing needs of young women.

### **Management and Implementation**

A National Tripartite Plus (+) Technical Committee will be set up consisting of the ILO tripartite constituents namely: Ministry of Employment, Labour and Social Security (MoELSS), the Sierra Leone Employers' Federation (SLEF), and the Sierra Leone Labour Congress (SLLC). Other members of the Committee would consist of the Ministry of Health, Ministry of Social Welfare, Gender and Children Affairs, Ministry of Education, Youth and Sports (MoEYS), Statistics Sierra Leone (SSL) and the National Youth Commission

(NYC). The Steering Committee would oversee and coordinate the DWCP implementation and monitoring. This Committee will meet as initiated by the coordinating ministry of the DWCP (MoELSS) which would be on a semi-annual basis with provisions made for the meetings in the DWCP budget.

Apart from this, a Policy Advisory Standing Committee to oversee the DWCP process is being proposed. It would be the basis for interaction with other groups such as those associated with the UN Joint Vision for Sierra Leone. The Standing Committee would be the forum for the assessment of a) progress towards DWCP outcomes and b) issues to be addressed by all DWCP partners. Participants will include:

- MoELSS (Minister and other staff) to chair the committee (and act as Secretary)
- Strategic Policy Unit
- SL Employer's Federation
- SL Labour Congress
- National Youth Commission
- Key partners such as PRS priority sector ministries of Agriculture, Infrastructure, Energy + Local Government
- Other MDAs to be invited on specific issues
- Donors: World Bank, UNDP, GTZ, DFID, UNIFEM, etc.

The ILO Abuja has the main responsibility of assisting and supporting the implementation of the Sierra Leone DWCP. To implement the DWCP, considerable emphasis will be given to mobilizing resources – particularly through joint approaches by ILO, Government, and through partnerships and joint initiatives with other UN agencies and development partners. This will be done through a number of channels: (i) applying and aligning existing and pipeline technical cooperation project resources; (ii) ILO's own regular budget technical cooperation resources; (iii) new partnerships and joint initiatives with UN agencies and other development partners in Sierra Leone; and (iv) cost-sharing with MoELSS and other key government ministries/units with respect to their budgetary allocations.

The Regional Office for Africa and the Decent Work Support Teams in Dakar and relevant departments at the Headquarters, Geneva, would contribute to its implementation. The ILO will continue to work closely with the UNCT to strengthen partnership and harmonise delivery as one UN.

## **PERFORMANCE MONITORING, REPORTING AND EVALUATION ARRANGEMENTS**

The DWCP has been designed for the period 2010-2012 to align with the life span of the PRSP II and the UN Joint Vision for Sierra Leone. An Implementation plan (Annex 1) has been developed which will help the monitoring process as well as the mid-term and final evaluation. An outcome-based implementation work plan and M&E plan has also been developed (Annex 2) to ensure that resources allocated to individual activities are used in a coherent way to achieve the stated outcomes. The DWCP will normally be reviewed to critically reflect on the outcomes and strategies of ongoing activities, to consider the appropriateness of their design, the quality of work with partners and implementation performance. The DWCP will be reviewed nationally on a semi-annual basis jointly by the National Tripartite Technical Committee, implementing partners, and the ILO. In addition, reports of the individual activities carried out will serve as supplementary monitoring tools that would influence future DWCPs for the country. There will be reporting of the implementation of activities in the DWCP to the Regional Office (ROAF) on a semi-annual basis. A final DWCP evaluation will be conducted at the end of the DWCP period in 2012. Resources have been allocated for these evaluations. The Bureau for Programme and Management (PROGRAM), the Evaluation Unit, CODEV and the Regional Office for Africa will support ILO Abuja in this exercise.

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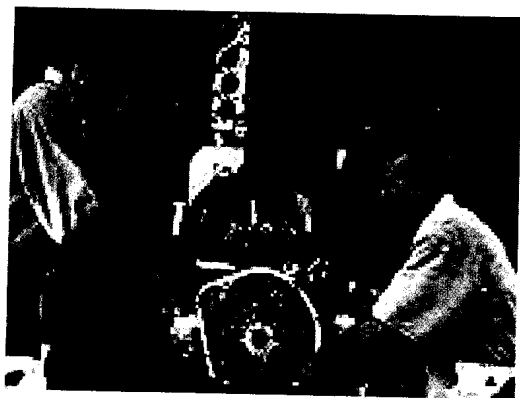


Government of Sierra Leone



International Labour Organisation

## Memorandum of Understanding for the Sierra Leone Decent Work Country Programme (DWCP)



28<sup>th</sup> October 2010



*Memorandum of Understanding*  
*Between the*  
*International Labour Organization*  
*And*  
*The Government of the Republic of Sierra Leone*

*Emanating from the good relations between the Government of Sierra Leone and the International Labour Organization;*

*Whereas the International Labour Organization (ILO), represented by the International Labour Office, cooperates with its member States in order to achieve the principles and objectives set forth in its Constitution as an international organization;*

*Whereas the ILO and the tripartite constituents in Sierra Leone (Government, Employers and Workers) desire to strengthen technical cooperation and to work together to achieve the objectives of the attached Decent Work Country Programme prepared for the purpose;*

*Now therefore, it has been agreed between the Government of Sierra Leone and the social partners, on one side, and the ILO, on the other side, the following:*

*Article I*

*To cooperate in the implementation of the Decent Work Country Programme annexed to this Memorandum of Understanding that has been elaborated in accordance with the ILO's strategic objectives, with the view to enhance the capacities of each of the tripartite constituents in Sierra Leone to achieve these objectives.*

## *Article II*

*That the ILO will make every effort to provide the necessary technical support to implement this programme and to undertake together with the tripartite constituents efforts to raise funds for the financing of its activities, subject to its regulations, rules and directives.*

## *Article III*

*That the Government of Sierra Leone will apply to the ILO, its property, officials and any person designated by the ILO to perform services for the ILO or to participate in ILO activities, the provisions of the Revised Standard Agreement on technical assistance signed on 16 October 1961, as well as the Convention on the Privileges and Immunities of the Specialized Agencies (1947) and Annex I thereof relating to the ILO, which the Government has accepted to apply as of 13 March 1962, including exempting the ILO from value added tax levied against goods, equipment, works and services to be used for official purposes.*

*Moreover, it is agreed that:*

## *Article IV*

*The programme will be implemented in the period of 2010-2012 starting from the date of the signature of this Memorandum of Understanding. The programme will be reviewed in accordance with the provisions of the document related to monitoring and evaluation. The decision to extend the programme in case of incompleteness of its implementation will be made in accordance with these provisions.*

## *Article V*

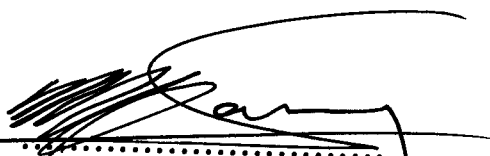
*The Parties may by their written mutual consent amend any of the provisions of this Memorandum of Understanding.*

*Nothing in or relating to this Memorandum shall be construed as constituting a waiver of the privileges and immunities enjoyed by the ILO.*

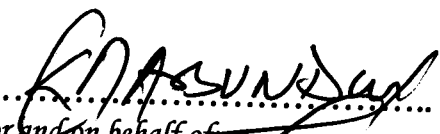
*This Memorandum of Understanding, superseding all communications between the Parties, shall enter into force upon its signature by the authorized representatives of the Parties.*

*This Memorandum of Understanding is done in two original copies in English.*

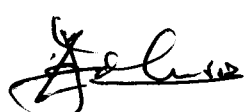
*This Memorandum of Understanding is signed on 28<sup>th</sup> October 2010, in Freetown, Sierra Leone.*



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*For and on behalf of:  
The Government of Sierra Leone  
Hon. Alhaji Minkailu Mansaray  
Minister of Employment, Labour and Social  
Security*



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*For and on behalf of:  
The International Labour Organization  
Mr. Mpenga Kabundi  
Deputy Regional Director, Programmes,  
Policies and Communications (PPC)  
ILO Regional Office for Africa*



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*For and on behalf of:  
Sierra Leone Employers Federation (SLEF)  
Mr. L. E. Johnson  
Executive Secretary*



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*For and on behalf of:  
Sierra Leone Labour Congress (SLLC)  
Mr. Kandeh. B. Yilla  
Secretary-General*