

Combating Labour Insecurity in Egypt Do “NGOs” have a Significant Role to Play?

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1. Introduction

This paper covers in brief the national NGOs Centre for Population and Development (NCPD)¹ initiatives and findings during the year 2001, within its NGOs programme for sustainable development.

These initiatives aim to create a new equation for combating labour insecurity in the context of promoting “decent work”² as defined by the ILO. This new equation means the strengthening of social dialogue between NGOs, the traditional ILO’s tripartite constituents (government, employers and workers representatives “unions”), and other civil society players. It also means mobilizing more societal resources (e.g. philanthropy, volunteering), to improve all forms of labour security³ as stipulated by the ILO Socio-Economic Security Programme. This new equation would also provide opportunities for collective representation of various groups (e.g. youth unemployed, elderly, care workers, farmers, household women, informal workers, marginalized peoples), who are not generally covered by the unions which only represent the interests of those who have a steady job, in most cases, workers in the formal sector who do not exceed more than 25 per cent of the total working force.

This last objective will set the stage for giving these groups — for the first time — an effective voice in the on-going debate around the development of a new unified labour law.

The perceived labour law will be instrumental in guiding the government in the creation of a new social regulatory environment which will include social insurance law, unions law, syndicates laws,⁴ NGOs laws etc. This new legislation is intended to promote labour security. Unfortunately, the draft of this new labour law reflects only the views of the ILO’s tripartite constituents and did not consider any role to be played by the NGOs in this endeavour.

The NCPD’s initiatives, which were partially supported by the ILO SES programme, explore the NGOs’ obstacles and strengths including evidence of their comparative advantages in providing security to most vulnerable groups as compared to the actions of the government, unions and employers associations.

These initiatives encompass the implementation of several activities according to an action plan designed to achieve two sets of complementary objectives e.g. promoting NGOs involvement, and assessing labour security information. These activities which involved 320 NGOs⁵ included a few unions and syndicates as well as other key players,

¹ The national NGOs Center for Population and Development is an advocacy NGO; supporting, enabling, energizing, leading, secular, non-partisan organization, “1994”, <www.ncpd.org.eg>

² Creation of both employment and skills; provision of social protection; strengthening of social dialogue.

³ Labour market, employment, job, work, skill, reproductive, income and representation.

⁴ Unions include workers as a whole, while syndicates (6 millions members) mainly for colleges graduates i.e. medical doctors, engineers, etc.

⁵ These NGOs were selected from five governorates out of 27 governorat's. These five governorates represent five major regions, each has a unique characteristics. . The boarders region “The New-Valley” “tourism, natural resources”; Greater Cairo region, about 25 per cent of the total population, “industrial, tourism, services”; the North region “Dakahlia” “agriculture, industrial”; Lower upper Egypt region, “Beni Suif”, limited agriculture; the South region, “Minia”, “tourism, agriculture”.

produced; critical findings, several recommendations, mechanisms for follow-up, and future plans.

2. Labour insecurity issues

Egyptian society has in the last three decades passed by successive socio-economic changes, some of which were attributed to internal restructuring while others went back to regional and international conditions and factors. Despite efforts by governmental and non-governmental organizations and international and regional agencies throughout the 1990s, the unemployment⁶ rate in the year 2000 reached 28 per cent for the age groups between 15 and 25 years as compared to the total rate of 9.8 per cent. The unemployment rate reached 35 per cent for those of middle level education and 20 per cent for those above middle level. This high unemployment rate has the effect of maximizing the feeling of insecurity among individuals and private institutions in the context of a number of factors, the most important being:

- ✂✂ The continuing population⁷ increase at its present rate (which has reached 2.1 per cent in the year 2000) is partially due to socio-economic factors i.e. the low-income communities consider children as an economic resource and social net to the elderly.
- ✂✂ The inappropriate quality of graduates of “universities, middle level schools, and vocational training centres” and the non-conforming of their skills to the demand of the labour market.
- ✂✂ The number of graduates from the educational levels geared to the labour market are 750,000 to 800,000 annually whereas the annual increase reaches about 3 per cent, and the work opportunities realized annually throughout the 1990’s did not exceed 380,000 to 450,000 work opportunities.
- ✂✂ The non-commitment of the government to provide insurance benefits against unemployment since 1982 for workers in the private sector, while it continues to apply the law requiring the employers to pay 2 per cent of all the salaries to the benefit of the unemployment insurance.
- ✂✂ The weakness and incompleteness of the social safety net and health insurance network.
- ✂✂ The declining demand for the Egyptian labour force by the oil-producing countries.
- ✂✂ The rise in the number of female headed households reaching about 30 per cent, most under the poverty line, and the entry of a larger number of women in the labour market.
- ✂✂ The failure of the privatization programme to increase economic activities and the growing number of unemployed as a result of its implementation.
- ✂✂ The incompetence of governmental labour and employment offices and lack of equity in employment.
- ✂✂ The steady retraction in the role of the government and of the public sector in the creation of work opportunities and the passing of this responsibility to the private sector — while in fact the private sector lacks strong organizational and

⁶ Center for Economic Studies and Research, Cairo, University. May 2001

⁷ Approaching 70 million.

- technical capability and is not able to fully comprehend its role in the context of the social market economies.
- ✂✂ The rise in the number of workers in the informal sector, which has come to absorb about 48 per cent of the labour force without legal or unions protection.
 - ✂✂ The steady reduction in the demand for labour as a result of the technological change in the agricultural and industrial sectors. Accordingly, job insecurity has worsened, with more workers having to switch jobs and skills becoming obsolescent more quickly while few workers are receiving career skills.
 - ✂✂ The incapacity to attract foreign investment and the low rate of local savings together with the lack of provision of sufficient financial resources to realize the objectives of the national development programme. In addition to the strong hesitation to return to tourism and the political tensions and threat of terrorism in the Middle East (Palestine, Iraq) and the Suez Canal.
 - ✂✂ The lack of understanding the new culture of global growth in terms of flexible productivity and labour markets and their implication for: the greater use of outside labour such as entrepreneurial labour, temporary labour or labour through deputation; and for the continuous change in labour tasks and the rotation of jobs.
 - ✂✂ Labour market demand for "2001-2005" conforms to existing sectoral structure of employment and indicates very little demand (Table 1 by economic activity and Table 2 by governorate).
 - ✂✂ The majority of the unemployed are not likely to be demanded (Table 3).

Table 1 Distribution of employed (1998) and labour market demand (2001/2005), by economic activity

Sector	Employed		Labour market demand	
	Thousand		Thousand	
Agriculture	8 993	42.0	65	4.6
Mining	41	0.2	7	0.5
Industry and petroleum	2 494	11.6	661	46.5
Electricity	149	0.7	3	0.2
Building and construction	1 098	5.1	87	6.1
Transportation	938	4.4	50	3.5
Trade	2 479	11.6	104	7.3
Financial services	327	1.5	12	0.8
Tourism and hotels			575	19.4
Business services			11	0.7
Personal services	4 900	22.9	81	5.7
Education			33	2.3
Health			32	2.3
Total	21 416	100.0	1 419	100.0

Source: Employed: CAPMAS, Labour Force Sample Survey 1998; The demand side in the Egyptian Labour Market

Table 2 **Distribution of labour force and unemployment (1992 / 2000) and labour market demand (2001/2005) by governorate**

	Governorate	Labour		Unemployment		Labour Market Demand	
		Thousand		Thousand		Thousand	
1	Cairo	2 423	12.8	117	4.8	492	34.6
2	Kalyobiya	1 075	5.7	67.7	6.3	44	3.1
3	Giza	1 337	7.1	52.2	3.9	248	17.5
4	Alexandria	1 133	6.0	43	3.8	216	15.2
5	Port Said	187	1.0	8.2	4.4	54	3.2
6	Suez	150	0.8	15.8	10.5	34	2.4
7	Damietta	293	1.5	21	7.2	28	1.9
8	Dakahlia	1 458	7.7	174	11.9	29	2
9	Sharkiya	1 332	7.1	127	9.5	72	5.1
10	Kafr El Sheikh	710	3.8	73.2	10.3	14	1
11	Gharbetia	1 214	6.4	118	9.7	25	1.8
12	Monofita	1 024	5.4	55.2	5.4	24	1.7
13	Beheira	1 270	6.7	167	13.2	21	1.4
14	Ismailiya	231	1.2	18.6	8.1	54	3.8
15	Beni Suef	629	3.3	30.2	4.8	4	0.3
16	Fayoum	550	2.9	24.3	4.4	15	1.1
17	Minia	1 157	6.1	81.2	7	6	0.4
18	Asiut	719	3.8	78.7	11	7	0.5
19	Sohag	824	4.4	81.4	9.9	7	0.5
20	Kena	546	2.9	54	9.9	8	0.6
21	Luxor	92	0.5	1.8	2	2	0.1
22	Aswan	262	1.4	49.8	19	5	0.3
23	Red Sea	72	0.4	11.5	16	12	0.9
24	New Valley	57	0.3	9.5	16.7	2	0.1
25	Matruh	64	0.3	4.7	7.3	4	0.3
26	North Sinai and South	83	0.5	6.2	7.5	2	0.1
27	Sinai						
	Total	18 891	100.0	1 491.2	7.9	1 419	100.0

Source: CAPMAS, Demand Survey in Egyptian Labour Market (2001)

Nos. 1-3 Greater Cairo Region

4-14 North Region

15-16 North Upper Egypt

17-21 South Region

22-2 Borders Region

Table 3 Labour force distribution and unemployment (1998) and labour market demand (2001/2005), by education status

Sector	Labour force*		Unemployment**		Labour market demand	
	Thousand		Thousand		Thousand	
Illiterate	7 192	33.0	135	8.0		
Read and write	2 076	9.0	73	4.0		
Below intermediate	3 522	16.0	143	8.0	531	66.0
Intermediate	5 305	24.0	947	55.0	28	4.0
Above intermediate	1 267	6.0	181	11.0	108	13.0
University and higher	2 705	12.0	242	14.0	138	17.0
Total	22 061	100.0	1 712	100.0	805	100.0

Source: Labour Force and Unemployment: CAPMAS, Labour Market Demand: Labour Demand Survey in Labour Market (2001)

* represents persons at working age (6 years or more)

** includes 15 years or more

Notes concerning Tables 1, 2 and 3

☞☞ *The labour market demand did not take into consideration the technological change and the global informalization of the economic activity that could create new sectoral structure and produce more demand.*

☞☞ *The unemployment figures are debatable according to recent academic studies.*

The labour force is lacking adequate channels to give them an effective voice in labour markets and in the development, implementation and evaluation of social policy. The “workers unions” are considered a parastatal organization due to the fact that, through several decades, the chairman of the General Federation of the workers unions has always been selected to be the next Ministry of Labour.

Last but not least, the growing credibility gap between the traditional actors i.e. government, workers unions, employers, which are usually engaged in developing socio-economic policies and strategies on one hand, and the NGOs and public on the other. This in addition, to the government who suspended the activities of most professional syndicates i.e. engineers, medical doctors and accountants.

The above-mentioned factors are compelling reasons to leave on-going policies and strategies in favour of unconventional ones. The best way to achieve this endeavour is to ensure the engagement of all stakeholders in the process of reform: government, employers, unions, NGOs including syndicates and the public at large. A long-term strategy to promote labour security can only succeed if it is owned by this broad spectrum of stakeholders.

Accordingly, it becomes obvious that citizens and NGOs’ capacity to share the responsibility of socio-economic reform should be effectively promoted.

3. NGOs background

Egypt's history of organized private efforts in social welfare and community services dates back to the beginning of the 20th century, with the establishment of non-governmental agencies in major cities. Their assistance to the needy has included the provision of medical services, skill training for women and youth, employment and income generation through credit programmes, education, literacy training and charitable in-kind donations.

The Egyptians have always valued these NGOs, as a distinct sector of civil society, because they are the vehicle that carry their charity, in-kind donations and volunteering efforts, through people-to-people assistance in a highly participatory manner. In addition, the NGOs are dedicated development practitioners who often achieve more in difficult situations especially in respect to vulnerable groups than most of the actions of the state, unions and employers associations. Moreover, part of these NGOs e.g. advocacy associations, are dedicated to monitor and influence government, private sector and public opinion, with the aim of giving more priority and support to some issues and concerns.

Some literatures have classified the Egyptian NGOs into two categories, namely, grassroots organizations (GROs) and grassroots support organizations (GRSO). GRSOs are defined as locally based groups that work to improve and develop their own community at large or more specific categories such as women, youth or farmers. GROs include both local development associations representing the entire community, (such as village councils or neighbourhood improvement associations), and interest associations, such as women's groups, or youth, or water user groups. GRSOs are defined as, nationally or regionally based assistance organizations usually staffed by professionals that channel volunteering resource, national and international philanthropic funds as well as provide technical support to communities other than their own to help them develop. GRSOs include membership organizations and advocacy groups such as professional associations, and human rights organizations. It is worth mentioning that under this classification, three subgroups can be identified: (a) top-down initiated NGOs e.g. government, political parties; (b) local citizen initiated NGOs and (c) non-Egyptian initiated NGOs.

There are several laws⁸ under which NGOs are registered and there are several ministries or authorities to follow-up their activities according to the respective law.

Some activist groups concerned with human rights, women's rights and worker's rights could not be registered under these laws. They had to bypass the NGOs laws and register as non-profit civil companies', a fact which resulted in a great deal of conflict specially with the Ministry of Social Affaires, which questioned the legality of their activities, concerning their access to foreign funds without the accountability according to NGOs laws.

This category of NGOs uses the confrontational Western approach in trying to pressurize the government, which is not a conventionally accepted pattern in traditional societies. The Egyptian society is not adversarial, culturally or politically in the relationship between NGOs and government, or between men and women. Egyptians prefer a policy of accommodation and integration into socially accepted norms. But change is bound to come.

The Egyptian NGOs could also be categorized as secularly based and as religiously based.⁹ The secular NGOs are controlled in fundraising activities by the various ministries,

⁸ Among these laws are the following:

1/1 development NGOs; registered under law 32/64 (supervised by Ministry of Social Affaires) are about 15,000, the active ones are about 70 per cent. They are the only ones referred to as NGOs since 1964.

1/2 Youth NGOs; registered under law 77/75 (supervised by Ministry of Youth) are about 4,500 and have a potential access to 20 million youth.

1/3 Cooperatives NGOs laws; "agricultural, construction, consuming, fishing, productive", each is under the supervision of a different Ministry.

1/4 Syndicates laws, supervised by judicial proceedings.

Note: Most of the NGOs up to late 1950's used to be registered at the Ministry of Social Affairs.

however religiously based NGOs can collect money at all religious services without prior permission. While many advocacy NGOs (mostly secular) active in different fields, such as family planning, environmental protection, human rights, and worker rights etc, offer services by way of generating income and attracting members, these revenues are low, and the more affluent members of society have not generally demonstrated much willingness to contribute to such activities because they mostly have their own traditional and private outlets for distributing charity.

A primary function of NGOs is to represent their constituencies and beneficiaries, and to voice their points of view in public, in addition to their conventional assistance to the needy. However, the NGOs are not fully performing the role expected of them in endeavouring to promote socio-economic security, due to the following factors;

- ✂ During the socialist era of the 1960's and 1970's, the government's ideas of the welfare state took the lead in social protection and welfare activities.
- ✂ Discouraging legal regulatory environment.¹⁰
- ✂ Decline of volunteerism.
- ✂ Lack of sustainable funding mechanisms.
- ✂ Lack of democratic practices and civic consciousness.
- ✂ The general lack of tolerance for the "other".
- ✂ The general passivity of the population.
- ✂ The fragmentation of NGOs due to their ambiguous status under diverse laws and ministries. Also, NGOs have to cope with the fragmentation imposed upon them by the social segmentation that marks Egyptian society. There have been differences in perceptions between; rural and urban populations, rich and poor populations, educated groups of Oriental culture and those of cosmopolitan or Western orientation, secular and religious groups, academics and grassroots activists and the young and adults, all of which will be variously reflected in NGO identity and vision. Another contributing factor, social mobility, the product of a relatively recent socialist policy which was adopted during the 1960's and the 1970's, seems to have aggravated differences and generated new kinds of cultural clashes within the same socio-economic stratum of society instead of levelling perceptions.
- ✂ This fragmentation has undoubtedly weakened Egyptian civil society and deprived it of its power to mobilize its full potential strength. There have been many gaps in the awareness of NGOs towards each other and towards the different layers of society, on the national, regional as well as international level.
- ✂ Since the convening of the 1994 International Conference on Population and Development (ICPD) in Cairo, Egypt, partnership between government and NGOs has been increasingly acclaimed in public statements by official authorities. Yet the true meaning of partnership between equally autonomous bodies has not materialized, in view of the traditional notion of state supremacy since the 1960's.

⁹ The religious NGOs are about 5,000, and they have access to millions of individuals and to billions of Egyptian pounds.

¹⁰ Created during the 1960's and since 1981, Egypt is under Emergency Laws due to external and internal security factors

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- ✂ The government's suspicion of political opposition, which could eventually control and direct the activities of NGO organizations through funding their activities.
 - ✂ Lack of adequate management and professional skills.
 - ✂ The non-recognition by the government, unions and employers of a significant role for the NGOs in the formulation and implementation of the socio-economic policies and labour laws.

Hence, the challenges in the immediate future are to develop NGOs management capacities, as well as upgrade the legal regulatory environment governing the various Egyptian NGOs, as the basis for unleashing their capabilities.

In the meantime, the common thread that could mobilize and unite all types of NGOs is an activist orientation, aimed at solving socio-economic needs on the local or national level. The NCPD is performing a catalytic role in creating alliances between all types of NGOs based on a common agenda i.e. labour insecurity, population redistribution, elderly rights.

4. Initiatives overview

4.1 Evolution of objectives

The original intention

As a result of the labour insecurity throughout 2000, the NCPD decided to launch a debate around this issue among NGOs, through several round-table sessions.

The recommendations of these sessions highlighted the necessity of formulating and implementing a specific NCPD/NGOs programme for competing labour insecurity. This programme was designed to achieve the following immediate objectives:

- ✂ Begin the process of focusing attention on the fact that unemployment is a societal issue. NGOs could and should play a significant role side by side with unions, government and employers on short and long-term action plans to resolve the issue.
- ✂ Define the NGOs role in assessing the nature and size of the problem in each local area.
- ✂ Identify the challenges faced by NGOs in their effort to face up to this issue and make recommendations accordingly.
- ✂ Take steps to mobilize, develop and effectuate the resources of philanthropy and volunteering (estimated to be 25 billion L.E) and to redirect part of it to promote NGOs labour security programme.
- ✂ Advocate for the creation of alliances between unions and NGOs based on a common agenda.
- ✂ Setting up permanent mechanisms for networking among different types of NGOs, government, unions and private sector representatives. These mechanisms should identify community needs, set priorities, develop projects

and programmes, mobilize resources, develop collaborative plans and follow-up its implementation.

The ILO's SES programme

It was fortunate that the ILO invited the NCPD to attend a workshop in Cairo in February 2001, alongside government, trade unions representatives and NGOs. The meeting was conducted by Mr. Jose Figueirido. He introduced the ILO's Socio-Economic Security Programme and discussed the seven forms of labour security. Mr. Figueirido also stressed the role of NGOs alongside unions, employers and government to identify:

- ✂✂ What constitutes socio-economic security and insecurity?
- ✂✂ What are the sources of such insecurity?
- ✂✂ What forms of security are essential or primary?
- ✂✂ What forms of security are instrumental or dispensable?
- ✂✂ What economic, labour and social policies could improve socio-economic security?

The ILO workshop stimulated the amendments of the NCPD/NGOs Programme, which was planned to focus on one form of labour insecurity e.g. unemployment. The workshop discussions clearly demonstrated the following:

- ✂✂ Lack of knowledge among most participants about what constitutes decent work and the factors that have contributed to labour insecurity in the era of globalization.
- ✂✂ Absence of an integrated vision, strategy and policy to combat all forms of labour insecurity.

Following on from the workshop and in agreement with the ILO/SES Programme, the following objectives have been added to the NCPD/ NGOs Programme for combating labour insecurity;

- ✂✂ Disseminate, debate, and collect reactions from civil society organizations (e.g. NGOs and unions) on the ILO's SES approach to security and the role of such organizations in the provision of security.
- ✂✂ Collect data on the NGOs active in the field of socio-economic insecurity.
- ✂✂ Identify evaluation criteria of the NGOs working in this field.
- ✂✂ Collect the available statistical data on the different forms of socio-economic security.
- ✂✂ Advocate governmental agencies and research centres on the importance of collecting statistical data according to the global trends presented by ILO's SES questionnaire.

The National Employment Programme

Meanwhile, as a result of popular pressure and the aggravation of conflicts between the private sector and workers, the government announced in June 2001 a National

Employment Program (NEP),¹¹ based on several components, the most important ones in relation to the NCPD/ NGOs programme for combating labour insecurity are the following:

1. Improving the regulatory environment

Presenting the final draft of the Unified Labour Law to the legislative councils through sessions from 2001 – 2002, after seven years in constant deliberations between unions, employers and the government. The government has indicated in the newspapers that the draft labour law was prepared in close cooperation with the ILO.

2. Emergency employment schemes

The provision of 800,000 work opportunities annually with direct funding from the state budget, of which 150,000 work opportunities inside the government establishments and the rest by means of government loans and projects. This was explained as going back to the guaranteed government employment policy and a setback to the liberal economic policy.

The final draft of the Unified Labour Law, and the funding source of the National Employment Programme made it clear that the government, unions, employers and the ILO experts do not consider that NGOs and volunteering could have a significant role to play in confronting this issue.

This attitude is reflected in the following provisions of the draft Unified Labour Law;

Articles 17 and 135 concerning employment and vocational training

The NGOs i.e “community development, professional associations, youth centres, boy scouts and girl guides etc.” are not allowed to assume responsibility for employment, internal and external, as well as vocational training, despite the fact that a number of NGOs possess the capacity and actually manage educational establishments on all levels, and some of them perform the task of vocational and transformational training as well as employment. There is no doubt that these provisions stand in contradiction with the efforts presently exerted by the NCPD/NGOs initiatives to mobilize philanthropic, volunteering and other resources to provide more vocational training and employment programmes, and to set up special societal funds to subsidize unemployment and to provide opportunities for education, training and employment.

All the articles concerning the setting up of different committees

There is no mention of NGOs in the setting up of different committees as stipulated in the draft labour law. These committees represent only the ILO’s tripartite constituents. This is despite the fact that a growing number of NGOs are active in the field of: workers rights (unemployed and informal employees), vocational training and employment, formulation of job descriptions, monitoring the application of conditions of safety and environment, as well advocacy for positive values and proper conduct in labour relations.

¹¹ The NEP comprises seven components:

(1) improving the regulatory environment, (2) emergency employment schemes, (3) human resource development, (4) reforming labour market institutions especially employment services, (5) implementing an informal sector strategy, and strengthen labour market information system, (6) economic development, (7) cultural aspects.

Article 1 “Definitions”

In the definition of worker, reference was made only to the individual who works for pay. Whereas there exists work on a voluntary basis without pay, and at the same time there exist reciprocal commitments towards the employer (the NGO) and towards society.

There is no doubt that enacting a work contract for the volunteer worker without pay, helps specify the reciprocal obligations while providing coverage against the hazards of accidents and disease during work performance, all of which will lead to the following advantages:

- A radical change in the concepts and levels of performance of the volunteer worker.
- An increase in the size of committed volunteer work on all age levels.
- Raising the professional capacity of NGOs.
- Providing protection to NGOs and to the members of the community who are being served.
- A precise knowledge about the size of the volunteer work force, its attitude and its performance according to international standards — a fact that will assist decision makers in the preparation, implementation and follow-up of national policies aimed at maximizing the social capital and the volunteer human resources.

It is important to note that a government and private sector functionary who works voluntarily after working hours or during leaves is not legally considered a work liability should he incur a injury while working as a volunteer. We should also stress the fact that volunteer work entails clear hazards in the performance of many types of work which could affect both the volunteer and recipient of services i.e. care of the elderly, health and environmental services etc.

In this context, the following additional objectives have been added to the NCPD/NGOs programme for combating labour insecurity.

☞ Draw attention of government, employers and unions to the role of NGOs as an effective player in developing labour policies and laws and significant partner in facing up to the different forms of socio-economic insecurity and its sources, through their contribution in realizing the following:

- voice the views of groups who are not heard or taken into account by unions;
- mobilize volunteers, as well as allocate self-funding and societal financing towards sponsoring work opportunities, developing skills, providing educations, vocational training, safety net and social insurance;
- promote cultural change and positive work values which help raise the productivity of workers and the quality of their performance;
- develop social protection schemes.

☞ Focus attention on the need to amend the draft labour law to include NGOs as significant players, which would have a tremendous impact on their relationships with the trade unions, government and employers.

4.2 Plan of action

In order to achieve the immediate objectives of the NCPD/NGOs programme previously referred to, a plan of action was formulated divided into three phases — preparation, implementation and follow-up.

The preparation phase included the following activities

- ~~///~~ mobilize the required resources;
- ~~///~~ develop two background papers on the importance and necessity of NGOs' participation in efforts to cope with the unemployment issue with reference to the ILO SES program;
- ~~///~~ translate four ILO/SES programme's publications;¹²
- ~~///~~ develop a preliminary program for the workshop;
- ~~///~~ launch a communication campaign to attract the attention of decision makers and experts;
- ~~///~~ develop detail memorandum about NGOs and voluntary work *vis à vis* the draft labour law.

The implementation phase included the following group of activities

The first group: Promoting NGOs involvement

- ~~///~~ Conduct four orientation meetings attended by NGOs representatives together with experts from the Council of Ministers' Information Centre to acquaint them with the NCPD/NGOs Programme's objectives, as well as to present and discuss global trends in this connection according to the ILO/SES Programme.
- ~~///~~ Conduct ten workshops' preparatory meetings in seven governorates representing approximately 30 per cent of Egypt's population.
- ~~///~~ Conduct six workshops¹³ in five governorates under the auspices of the governors, with the participation of 248¹⁴ representatives of NGOs and unions, in addition to the representatives of; the concerned ministries, the Council of Ministers' information Centre, the governorates, as well as experts, parliamentarians, grassroots leaders and the media.
- ~~///~~ Collect and analyse data, contained in 200 SES NGO questionnaires among 320 already distributed to the NGOs and unions during the workshops.
- ~~///~~ Form a permanent NGOs committee in each governorate concerned with labour insecurity.
- ~~///~~ Disseminate the workshop recommendations among several decision makers in all 27 Egyptian governorates and collect their comments.

¹² SES seven components questionnaire, the ILO SES Programme "A Medium-Term Work plan", a brochure, Seeking Distributive Justice-Basic Security for All, SES NGO questionnaire.

¹³ Annex 1, workshops programme and summary.

¹⁴ Invitations sent to 320 NGOs and unions.

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- ✍✍ Collect and document a few success stories of NGOs working to face up to the unemployment question and labour security, according to the criteria agreed to in the workshops.
 - ✍✍ Conduct four group discussion meetings around the draft labour law, beside attending five events related to labour security, as well as having several meetings with concerned policy makers.

The second group: Assessing labour security information

- ✍✍ Identify the relevant sources to be contacted to fill in the ILO SES questionnaire. Following contact these sources using all means of communication to obtain the available data as well as the impressions and inquiries.
- ✍✍ Develop a list of the unavailable data.
- ✍✍ Advocate the revision of; the Census, the national statistics and field survey questionnaires to make it compatible with the global practices and trends defined by the ILO SES questionnaire.

The follow-up phase included the following activities

- ✍✍ Hold several meetings with concerned policy makers with the draft labour law.
- ✍✍ Conduct eight meetings and field visits, with the permanent governorates committees, which represent the NGOs network for labour insecurity, to follow up workshop recommendations.
- ✍✍ Evaluate previous activities and develop a second stage for the NCPD/NGOs programme

5. Findings

The critical findings of the NCPD/NGOs initiatives can be summarized below.

5.1 NGOs

Serious negative attitudes and trends that are emerging to resolve the youth unemployment issue at the expense of women and the elderly should be confronted, mainly by NGOs.

Establishing a permanent mechanism for networking concerning the labour insecurity issue between the significant stakeholders is vital, and could play an important role in overcoming NGOs fragmentation, as well as making recommendations and action plans relevant to the understanding and needs of the different groups concerned.

Due to the disparate views and mistrust between all the concerned parties, NGOs should carefully tailor their messages, in each governorate, to respond to the values and perceptions, of the different groups at different levels.

There are differences concerning the priorities given by NGOs to the provision of different forms of socio-economic security, depending on the local circumstances and needs. However, they all agreed that representation security is not basic. Labour market security, income security and employment security were considered as fundamental needs. There is no doubt that this understanding reflects the general attitude of most NGOs whose role are generally restricted to the delivery of services where the government may have given up. The religiously based NGOs showed a readiness to change the charity

culture and initiate new ideas regarding consumption philanthropy, (i.e. transforming Al Rahman banquets during the Muslims fasting month into a productive philanthropy) and turning from expenditure on successive trips to Mecca, Saudi Arabia for “omras and hajj”¹⁵ to setting up people’s funds to sponsor work and training opportunities. This subject had been difficult to broach in the past, but there is now strong evidence of a change of attitude.

It is imperative to promote labour security by NGOs as a national cause to be tackled from both the supply side e.g. “population increase and population characteristics include health and education” and from the demand side e.g. “the provision of labour opportunities”.

We should move towards increasing the cooperation among the NGOs registered under different laws and work at the same time to change these laws in order to enable them to undertake the tasks expected of them.

NGOs are expected to start advocacy campaigns to disseminate positive working values that would increase the productivity of workers and profit of employers.

NGOs are able to articulate the views of members of the community to a greater extent than unions.

Human rights and workers rights NGOs relying heavily on foreign donors are perceived – only - by the government and unions as “extraneous” and as generating back lashes.

5.2 Unions

Lack of understanding about the nature of labour insecurity issues and factors that have contributed to it i.e. technological change, informalization of economic activity, flexible production and labour markets, organizational flexibility, wage system flexibility, labour system flexibility, etc

Minimal role for monitoring the implementation of the labour law and related laws, which is demonstrated by their inability to influence the government to pay unemployment compensation as stipulated by insurance law, from 1982 until to date.

Limited role, compared to NGOs (including the syndicates)¹⁶ in exercising social control over their members e.g. they do not have the capacity to mould workers' behaviour and make it consistent with national interest i.e. improve quality and productivity.

Limited role compared to that played by similar unions in South Korea for example, a fact, which requires the exertion of radical changes in the directions, laws and rules initiated for these unions.

There is a strong tension between the conventional socialist direction of union leaders and those of the following groups of NGOs;

¹⁵ The Muslim is expected to go on a pilgrimage to Mecca once in his lifetime if he has enough resources over the needs of his extended family. The yearly cost is around USD 4 billion according to Central Bank sources.

¹⁶ The government applies tighter controls on the syndicates, which they have strong financial and technical resources; not to mention the complete take over of some of these organizations by the government.

Workers' rights and human rights NGOs group

Most of these NGOs accuse labour unions of being illegal and more governmental than government, on account of the faulty election procedures and the discarding by the security agency of some elements nominated by the workers.

A large number of NGOs take up the defence of workers' rights and provide them with financial and legal support.

The unions like the government accuse these NGOs as being illegal because they are registered under the civil law and not under Law 32/64, which does not permit their registration — and they are also accused of having political motives and dependence on foreign funding to carry out their activities.

A large number of volunteers in these NGOs are members of syndicates, which were suspended by the government for years.

Religious-based NGOs group

The availability of religious funds through the *zakaat* and *oshour*, gives this group the capacity to provide services to a large number of the informal labour force and the marginalized classes e.g., elderly, women, street children, a fact which earns them increasing support on part of community members .

This group has a great deal of influence on the labour force through religious institutions (mosques and churches) and their different social activities.

Syndicates

Syndicates claim that unions are only representing blue-collar workers views.¹⁷

5.3 The Government

The information centre of the Council of Ministers responsible for designing and launching a National Employment Programme (NEP) since July 2001

The participation of the Centre in several NCPD/NGOs activities i.e. workshops, meetings etc, had the effect of producing a radical change in the views of several labour policy makers towards the NGOs and their capacity, to participate in implementing the NEP, to mobilize a broad spectrum of the population groups for developing and implementing new labour policy and strategy. This was reflected in the following statement made by the head of the Centre to the conference held in Cairo, in January 2002 under the auspices of the Prime Minister on Labour Employment and Unemployment

The role of NGOs is marginal and not sufficiently encouraged by the government to play its true role in workers employment and in confronting unemployment.

¹⁷ Lately, after a long legal fight, the unions' workers who are members to the syndicates are allowed to be unions' board members without the previous restriction e.g do not exceed 10 per cent of the total numbers of the board. The change in the unions' policies will take some time to be articulated.

The Information Centre of the Council of Ministers is presently undertaking to formulate a new draft for the labour law based on the recommendations of the NCPD's initiatives, except the request to include NGOs representatives in the different committees, which will be formed by the law. This trend is based on the ILO's tripartite set-up, e.g. government, unions, employers.

The Governorates

In view of the unavailability of government financial resources and the non-realization by the private sector of its target objective supplemented by the decline in effort over the past ten years, the governors have expressed the following concerns:

- ✂ For the first time they expressed understanding of NGOs' ability to mobilize and utilize the intrinsic resources of the community and to influence the work values in a positive manner, as well as the capacity to transmit the views of the local community to the decision makers.
- ✂ It seems that they realized the dire need for unconventional programmes and projects to confront the accumulation of the unemployed and to attempt to find emergency solutions to save the youth from religious and moral deterioration and to provide equity and social security. They also welcomed the local and global ideas and experiences and the utilization of the community's own resources as represented in the culture of philanthropy and volunteering, and income generating projects besides international and bilateral grants.
- ✂ It is essential, they said, that a cultural and social change be introduced which demeans manual work.
- ✂ They showed disagreement with governments in committing itself to a quota of annual employment of workers, a fact that must aggravate the accumulated problem of disguised unemployment in the executive agencies.
- ✂ They noted the necessity of increasing coordination among executive agencies, NGOs, popular leaders and conventional parliamentarians by means of a permanent mechanism to evaluate and follow up, in which NGOs will play the role of reporter.
- ✂ They indicated that the medium and long-term solutions should rely on NGOs contributions in reducing the rate of population growth through the provision of Social-Net to the poor and elderly, as well as preventing child labour and rising women's status.
- ✂ The willingness was expressed in supporting NGOs to forge cooperation between the governorates (the population pull and the population push governorates) to encourage desert development in order to create real work opportunities in small human settlements for "tourism, mining, agriculture and fisheries etc.". This new trend arose because of the failure of gigantic development projects undertaken by government in towns and the success of some NGO projects to develop human settlements.
- ✂ They noted the need for vocational training services managed by NGOs for employment inside the governorates or for internal or external migration. Also the governors expressed their willingness to support the programmes, projects and ideas of NGOS aimed at promoting health and social insurance to the workers in the informal sector.
- ✂ The Governors issued decrees to form a permanent mechanism to follow-up the workshop recommendations and to establish a network concerned with labour insecurity.

✍ The fear was expressed over the trend to exploit the increasing capacities of NGOs for political motives.

The concerned government agencies

The national labour statistics and field surveys should be redesigned to collect at least the data on the seven components of socio-economic security in the ILO questionnaire.

It is imperative to work toward resolving the problems and obstacles standing in the way of NGOs. It is also essential to increase media services in support of the role of NGOs and their achievements in the fields of labour security.

Youth employment programmes in all concerned ministries should be coordinated with NGOs and improved to include a preliminary competent guidance and counselling stage. At the same time, it is important to recognize that vocational guidance and counselling, as well as other forms of job-search assistance are complementary.

The self-employment government programmes will not solve the labour market problems of all unemployed young people in spite of providing comprehensive training and management and technical guidance due to the fact that only a small percentage of young Egyptians have entrepreneurial characteristics, owing to their educational and cultural shortcomings.

The government agencies should be very selective in supporting NGOs unemployment programmes that do not comprise both off-the-job training and work placements with enterprises.

Utilize existing human and physical facilities in the government to create partnerships with NGOs and across various segments of civil society for improving training and educational systems.

The government policies and institutions that support the micro, small and informal enterprises should consider subsidized insurance and employment subsidies.

5.4 The private sector

Discrimination and biases imposed by the government employees' law on the formal segment of the labour market, continue to result in distortions in the incentive to work, away from the private sector and in favour of government jobs. Accordingly, the draft of the unified labour law should be amended to include the government employees.

The NCPD/NGOs programme is perceived as possibly serving the realization of the private sectors objectives in terms of increasing its public image, profit, and productivity. This sector also sees the NCPD's initiatives as contributing to redeem the growing credibility gap between unions, employers, government and the public at large.

Start to think positively about creating partnerships with NGOs beside the traditional relations with industrial and trade chambers and employers organizations.

Employers showed willingness to contract with NGOs for training and offering advisory services for the youth.

6. Concluding remarks and future plan

6.1 Concluding remarks

In spite of tremendous challenges, the NGOs do have the immediate and potential resources of funding and expertise that could enable them to be active players for employment creation, training and social protection. Undoubtedly, giving a role to NGOs in the draft Unified Labour Law will offer a strong impetus to these organizations to participate in the formulation and implementation of socio-economic policies and laws.

The local NGOs do have the capacity to reach deep into society. These NGOs, with adequate support, are able to raise public awareness about the different forms of labour insecurity, to provide critical information on the most effective design of socio-economic policies, and to induce government officials, as well as companies (concerned with corporate image and marketing) to take appropriate corrective actions at the governorate and national level.

The Egyptian NGOs do have a long and successful record in influencing individual behaviour even in controversial areas where advocacy for national interest may conflict with individual perception of self-interest, such as the case of population and family planning when peer families opt for many children for socio-economic protection. Accordingly, NGOs are able to promote behaviour changes vis-à-vis child labour and demand for employment security with consideration of productivity and quality.

The NGOs and government have to launch a counter advocacy programme to confront the emerging negative attitude and trends to solve the unemployment issue at the expense of women and the elderly.

It is essential to begin building up a sound and sophisticated knowledge base through collecting and compiling all the data required to fill in the ILO SES questionnaire, as well as, documenting and disseminating NGOs experiences in combating labour insecurity both locally and internationally.

It is imperative to induce government through NGOs and the support of the ILO, to redesign its national statistics and data collection concerning all forms of socio-economic security in conformity with the ILO SES' programme definition.

The bureaucratic governorates agencies lack detailed information and knowledge about the nature of labour insecurity and potential solutions. Their participation with the NGOs and different stakeholders in the NCPD/NGOs workshop discussions was very effective in improving their capacities. This should be followed-up with; a formalized system of networking and performance measurement to assess results, the encouragement of local NGOs experimentation, and continuous dissemination of information about best NGOs practices emerging across villages, cities and governorates.

The government, the private sector and the labour unions respectively, have contradictory attitudes, as regards giving space to NGOs to increase and widen their participation in combating the different forms of socio-economic insecurity. They are almost ready to accept and support NGOs' active participation in the creation of employment, training and the provision of social protection. While the government and unions are somewhat hesitant to fully include NGOs in the social dialogue for fear of political opposition, they are rejecting the idea of representing the informal sector, care workers etc. They claim that this stand is compatible with the ILO's direction in this respect.

The perseverance in pursuing a second stage of the NCPD/NGOs programme for combating labour insecurity, with the indispensable support of ILO will have its due influence on strengthening the participation of NGOs in; social dialogue, awareness-raising, information provision, monitoring, social control, providing employment and training opportunities as well as mobilizing societal funds for this endeavour. This programme would also succeed in creating a momentum by which the government, employer organizations, unions, and NGOs introduce measures to ensure steady improvements in the promotion of basic socio-economic security.

6.2 Future plan for 2002-2003

The perceived activities and outputs of the second stage of the NCPD/NGOs programme for Combating Labour Insecurity N/CLI are set in the light of (a) the findings and outputs of the first stage of N/CLI; (b) the context of promoting decent work as defined by the Director General of the ILO e.g. productive work in which rights are protected, which generates an adequate income, with adequate social protection, and sufficient work, in the sense that all should have full access to income-earning opportunities.

These activities and outputs are sub-grouped under the following two headings:

Strengthen NGOs involvement in promoting basic socio-economic security

- ✍ Conduct periodical follow-up meetings with the permanent committees formed in the five governorates,¹⁸ and conduct workshops in each city/district in each of these governorates, to promote labour security.
- ✍ Develop a database for NGOs active in different forms of labour security, document and disseminate success stories, as well as develop a specialized information service to support this endeavour.
- ✍ Conduct five workshops to promote social-economic security in another five governorates.
- ✍ Develop the following papers to be presented and discussed in a national conference (2003), Promote Decent Work, "Do NGOs' have a significant role to play?".
 - Do NGOs, syndicates and unions have complementary roles in promoting representation security?
 - Workers and employers' behaviour to cope with the globalization era, what should be done and by whom?
 - NGOs and improving socio-economic security of elder workers.
 - NGOs role in promoting income and labour market security of the unemployed consistent with the encouragement of job seeking and efficient acquisition of viable forms of economic activity.
 - NGOs and preventing child labour.

¹⁸ Giza, Dakahlia, New-Valley, Minia, Beni-Swif.

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- Care work as a form of work 'paid and unpaid' with full citizenship rights, what to do to legitimize it?
 - The rights and socio-economic security of all those providing and receiving voluntary work.
 - ✂✂ Conduct seven roundtable discussions to develop the major points to be covered by the abovementioned papers.
 - ✂✂ Follow-up meetings concerning the proposed NCPD' amendments to the draft labour law.
 - ✂✂ Energize activities aiming to develop a new regulatory environment for NGOs.
 - ✂✂ Assist in conducting ten training sessions to develop NGOs capacity in the following areas:
 - Promoting entrepreneurship and small business development.
 - Developing employment, vocational training and income generation programmes and projects.
 - Developing social protection programmes for workers in the informal sector, including improvement of working conditions, social security provisions and cooperative labour relations.

Socio-economic security statistics

- ✂✂ Organize six brainstorming sessions with the concerned policy makers to debate and collect reactions about each section of the ILO SES questionnaire.
- ✂✂ Develop proposals to conduct field surveys to collect data required for policy-makers, which is not available elsewhere.
- ✂✂ Follow-up collection of available data from the government agencies required for the SES questionnaire.
- ✂✂ Disseminate information about related ILO SES activities, publications, databases and VoiceNet.

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Appendices

Workshop summary

1. Events

The Greater Cairo Region (includes Giza, Cairo, Kalioubiya governorates)

Giza governorate

- ~~✗~~ Two workshops¹⁹ were conducted:
 - The first, through the days 5,7,9, 8 (is this 5th, 7th etc?) with 34 participants.
 - The second, through the days 6,8,10/8 with 26 participants.
- ~~✗~~ Three meetings were held to follow-up on the implementation of the workshops' recommendations.
- ~~✗~~ Conducting two field visits for selected NGOs representatives to share the experiences of two NGOs in strengthening socio-economic security in their local communities:
 - The first field visit to the Community Development Society in Shoubra Shehab on 2nd October 2001;
 - The second field visit to the Community Development Society in Al-Basaysa on 21st November-2001.
- ~~✗~~ The boarder regions the New Valley governorate (the governorate capital is 700 km south of Cairo and represents 40 per cent of the Egyptian territory):
 - The workshop preparatory meeting was held on 31st October 2001.
 - The workshop was held on 31st October 2001 with 42 participants.
 - One follow-up meeting was held with the permanent committee, which was formed by the governor to follow-up the implementation of the workshop recommendations.
- ~~✗~~ The North Region Dakahliya governorate (its capital Mansoura is approximately 120 kilometres north of Cairo):
 - The workshop preparatory meeting was held on 15th October 2001.
 - The workshop was held on 3rd November 2001 with 46 participants.
 - One meeting was held with the permanent committee formed by the governor to follow-up the implementation of the workshop recommendations.

¹⁹ Participants in the working sessions only, however, the participants in the plenary sessions were 122 in Giza, 103 in the New Valley and 112 in Dakhalia.

The South Region El Minia governorate (represents middle upper Egypt and is 250 km from Cairo)

- ☞ The workshop preparatory meeting was held on 22nd September 2001.
- ☞ The workshop was held on 5th November 2001 with 52 participants.
- ☞ Two meetings were held with the permanent committee formed by the governor to follow-up the implementation of the workshop recommendations.

North Upper Egypt Region Beni — Swif governorate (governorate capital is 120km south of Cairo)

- ☞ A preparatory meeting for the workshop was held on 15th August 2001.
- ☞ The workshop was held on 25th December 2001 with 48 participants.
- ☞ One meeting was held with a permanent committee formed by the governor to follow-up the implementation of the workshop recommendation.

2. Outputs

- (i) Strengthening all forms of socio-economic security:
 - (a) priority and relative importance;
 - (b) recommendations to combat sources of insecurity.
 - (ii) Maximizing and expanding the base of NGOs resources.
 - (iii) Identifying community needs.
 - (iv) NGOs capacity building requirements.
 - (v) Enhancing support to NGOs to become more involved and integrated into the social policy.
 - (vi) NGOs evaluation criteria.
 - (vii) What next?
- (i) Strengthening all forms of socio-economic security according to priority and relative importance.
- (a) Priority and relative importance

	Governorates					Total	General trend	Basic security
	Greater Cairo	Beni-Swif	New Valley	Dakhliya	Menia			
* Income security	2	1	1	1	1	6	1	
* Labour market security	1	2	2	2	2	7	2	
* Employment security	4	3	3	3	3	16	3	
* Skill reproductive security	5	4	4	4	4	21	4	
* Representation security	7	5	5	5	5	27	6	
* Job security	6	6	6	6	6	30	7	
* Work security	3	7	7	7	7	24	5	

- (b) Recommendations to combat sources of insecurity
- (b1) **Strengthening income security**

- ☞ Make available the basic social protection, particularly as regards the poor, elderly, street children and female heads of household, which takes into consideration the essential needs for a decent life.

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- ✂ The importance of making available a comprehensive safety net for all.
 - ✂ Insure appropriate insurance mechanisms for flexible salaries particularly for services that are strongly affected by economic vacillation.
 - ✂ Include in the new draft labour law the protection of labour in the informal sector.
 - ✂ Mobilize NGO resources to cooperate with the private sector to establish and upgrade educational institutions, to link it with the labour market, to raise the quality level of the vocational and conversion training programmes as well as the elimination of illiteracy in order to raise the characteristics of the labour supply.
 - ✂ Make available the provision of non-governmental funds to increase social solidarity.
 - ✂ Reduce the rate of taxation and subsidize social insurance in periods of economic stagnation.
 - ✂ Allow tax exemptions to the private sector especially for non-dismissal of workers during periods of stagnation.
 - ✂ Provide legal counselling regarding the frequent problem of unpaid wages.
 - ✂ Make available systematic and just management of water resources on which the largest proportion of desert citizens depend on.
 - ✂ Undertake rigorous action to protect the environment because it represents security for the present and future income.
 - ✂ Advocate for raising the quality of production and promoting precision in work, with the participation of religious and public leader and the media.
 - ✂ Work seriously towards opening up external labour markets particularly in Africa.

(b2) **Strengthening labour market security**

- ✂ Formulate economic and labour policies aimed at forming an integrated package in the fields of basic and alternative economies, which can encourage foreign investment, as well as absorb labour in small industries, services, information, environment and land reclamation, so as not to be shaken by successive disturbances such as those faced by the tourism industry every so often.
- ✂ Strive to increase advocacy for fertility reduction, particularly through the provision of some kind of security to poorer families who have a tendency to use the high birth rate as an additional source of income and as an economic security in old age.
- ✂ Make available a mechanism for continuous cooperation between the government, the private sector, the NGOs with all kinds of legal forms, unions and syndicates to develop a collaborative plan for each governorate and each local unit to respond to specific needs and maximize resource utilization.
- ✂ Interlink education and training with the requirements of the labour market.
- ✂ The state should undertake the conclusion of international agreements for the emigration of labour particularly to Africa and the Arab states in entrepreneurial projects and agricultural land reclamation.
- ✂ Support and upgrade governmental labour offices to enable them to perform the function of counselling, guidance and vocational training to labour candidates.
- ✂ Undertake studies and indicators on the available labour market and its requirements and utilize all media forms to advertise it.
- ✂ Increase projects and programmes in which the government and NGOs contribute financially and particularly those requiring intensive labour i.e. upgrade the environment, develop the infrastructure, land reclamation, and establish desert settlements.

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- ⚡ Undertake an advocacy campaign about the concepts and requirements of free enterprise and small industries as well as to change attitudes towards the value of work to correspond with the requirements of competitive exports.
 - ⚡ Enact the unified labour law that contributes to the equitable balance between employers and labour, which in turn leads to more interest in internal and external investment.
 - ⚡ Develop a reliable information service to access employment.
 - ⚡ Spur on the development of NGOs capacity in such a way as to enable them to provide rotating loans particularly to women, youth and the elderly, while providing them with accompanying counselling services.
 - ⚡ Magnify the role of NGOs in confronting the unemployment problem by means of mobilizing NGOs resources and establishing cooperation with the private and government sectors in the field of projects and programmes for family planning vocational training, and the provision of services and products.
 - ⚡ Change legislation and laws that constrain the capacity of non-governmental organizations (voluntary societies, youth centres, cooperatives etc.) in the establishment of projects and provide their products and services with technical and taxation support.

(b3) Strengthening employment security

- ⚡ Issue the new unified labour law which should cover labour in the informal and volunteer sector and which should guarantee the same treatment applied to those employed by government, it is suggested that there should be one law.
- ⚡ Raise the awareness of employers about the importance of not misusing the application of laws, and at the same time educate workers about the importance of commitment to the positive value of work, raising productivity and the standard of quality.
- ⚡ Provide legal counselling for labour from the official labour offices or NGOs syndicates and unions.
- ⚡ Provide negotiating mechanisms to function between labour and employers in a spirit of reciprocal trust, and global competitive challenge.

(b4) Strengthening skill reproductive security

- ⚡ The labour laws should oblige employers and government to give continuous vocational and professional training for a minimum period of time, for example, two weeks every year. This legislation could have a provision to increase taxation benefits to the employer in addition to providing for study leaves — with half pay, to that performing high quality labour for the duration of a reasonable period of time.
- ⚡ Allocate more governmental, non-governmental and private financial resources to sponsor training.
- ⚡ Make available centres of conversion and vocational training as well as continuous education equipped with programmes of constant upgrading, to meet the needs of the market that should give professional diplomas of high credibility.
- ⚡ Change the negative image as regards the futility of training, owing to the fact that it is not linked to job promotion, actual practice or requirements of the market.
- ⚡ Prepare national skills' manuals on professions and standards. These manuals should be upgraded constantly to consider the changes from globalization.
- ⚡ Orient workers and provide information services about new directions and types of knowledge skills and expertise required by local and foreign markets.

(b5) **Strengthening representation security**

- ✂✂ Amend the laws governing the work of NGOs including syndicates and unions in such a way as to give them greater freedom.
- ✂✂ Mandate people's councils on the level of the village, the town and the regional capital, greater competence to endorse policies and projects.
- ✂✂ Set up expanded public debates on legislation, laws and policies that have a direct effect on labour security and undertake the constant canvassing of the opinions of the grassroots.
- ✂✂ Provide the legal and cultural environment that leads to workers' increasingly joining unions, syndicates and NGOs that represent the interests and rights of workers.
- ✂✂ Take steps to place controls on the growing domination of business interests at the people's legislative councils.
- ✂✂ Encourage women to increase their participation in syndicates, unions and human rights NGOs.
- ✂✂ Raise the awareness of business employers about the importance of the participation of workers in policies and plans, and the value of providing them with mechanisms for the exchange of views to help resolve conflicts.

(b6) **Strengthening job security**

- ✂✂ Undertake an educational campaign on concepts of job security to the worker and employer.
- ✂✂ Educate employers about the importance of preparing detailed job specifications, defining the requirements for their filling and the standard of skill needed as well as the utilization of scientific means, to define the objectives for each of the workers and undertake periodic evaluation.
- ✂✂ Offer counselling services with symbolic fees to small and medium establishments for human resource development.
- ✂✂ Inform employees about evaluation and promotion policies.
- ✂✂ Codify jobs and their skill requirements.
- ✂✂ Encourage the professional syndicates to define the requirements of filling jobs, quality standards and work ethics.
- ✂✂ Not to discriminate on the basis of social standards, gender or age in the selection of candidates to fill jobs.
- ✂✂ Obtain accredited certificate to perform jobs that require specialty skills.

(b7) **Strengthening work security**

- ✂✂ Amend the draft of the new labour law to protect workers in the informal and volunteering sectors against accidents, disease, excessive working hours and safety.
- ✂✂ Provide legal counselling to the workers injured and assist in the process of filing and receiving compensation.
- ✂✂ Educate employers and employees about the advantages of commitment to health and safety rules.
- ✂✂ Provide governmental or non-governmental financial support to the owners of small enterprises to provide equipment and conditions for health and safety.

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- ✍✍ Increase the penalty on employers and employees in the event of their non-compliance to health and safety rules.
 - ✍✍ Make available effective governmental monitoring of working hours particularly for unorganized worker.
 - ✍✍ Maximize and speed up the application of penalties on employers who do not honour the ruling of the legislation.
 - ✍✍ Develop and upgrade methods of implementation and follow-up activities concerned with the provision of security in labour location.

(ii) Maximizing and expanding the base of NGOs resources

- ✍✍ Raise awareness about the culture of philanthropy, which produces the maximum economic, social and cultural return through the employment and training of youth.
- ✍✍ Spread the experience of fundraising to develop local communities through the NGOs.
- ✍✍ Launch expanded debates with religious leaders on the purpose of expenditures on (*zakaat*, and *Oshor*),²⁰ the *haj*²¹ and the several times repeated *Omra*,²² particularly under the present social and economic circumstances faced by the country, which require the sponsorship of work and training opportunities undertaken by NGOs to serve the local communities.
- ✍✍ Intensify progressive religious education, with the aim of changing volunteers' attitudes and customs towards the most needed socio-economic programmes particularly when the local community is in dire need of funds, expertise or facilities to increase opportunities for work and training. This should help the community escape from the poverty cycle and at the same time set a limit to the inclination of the unemployed towards criminal conduct.
- ✍✍ Intensify the advocacy campaigns by religious leaders and *shariah* societies addressed to the public, which influences their voluntary contributions to increase work opportunities particularly for youth such as:
 - forming funds for rotating loans;
 - providing counselling services and establishing productive projects.
- ✍✍ Provide a permanent mechanism for all the NGOs (voluntary societies, youth centres, unions etc.) to collect and disseminate local expertise and to utilize the internet to collect international expertise.
- ✍✍ Increase the utilization of government employees' capability by means of deputation in addition to the maximum utilization of government training centres and the facilities they offer, and to work to upgrade them instead of setting up new centres, by NGOs or the private sector.
- ✍✍ Expand the establishment of service and production of cost recovery projects aiming to generate small profit that could be used to increase the activities of youth training as well as to form funds to support unemployment in the informal sector.

²⁰ Religious cuts to be used for providing socio-economic security.

²¹ Religious trips to Mecca, Saudi Arabia and to Jerusalem, Palestine.

²² Same as footnote 21.

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- EE* Spread the concept of social solidarity in the local community to raise funds directed to projects and rotating loans, for example the *Shariah* society of Beni mazar which founded its projects initially on the basis of collecting one pound from every individual in the village of 8,000 inhabitants.
 - EE* NGOs engage in setting up projects for combating unemployment and establishing vocational training of youth and invite businessmen to fund and support these projects either financially, administratively or in-kind — the marketing of these projects is to be done on the basis of reciprocity of benefits between the businessmen and the community.
 - EE* Designing and spreading of success stories of experiences of youth centres, cooperative societies and NGOs aiming to combat socio-economic insecurity (working papers have already been presented).
 - EE* Provide community services as completed by several NGOs in governorates like butagaz, bread, etc. These projects will generate more resources, which in turn could be reinvested in the creation of additional work opportunities.
 - EE* Invite all donor agencies with representatives of NGOs in Minia to discuss these issues, while intensifying, coordinating and maximizing the return of grants and rotating funds, in order to face the unemployment issue and the other forms of socio-economic security.
 - EE* Print a stamp for one L.E. to be posted on correspondence addressed to the authorities in the form of an NGO Fund to subsidize projects that contribute to the solution of unemployment.
 - EE* Speed up the securing of government permits for NGO projects and the granting of loans without interest to increase their resources on one hand and to face up to the unemployment problem on the other.
 - EE* Grant NGOs financial loans to undertake projects with the guarantee of the assets of the same projects.

NGOs construct desert settlements through self-help means, which will provide financial income from agricultural production, animal husbandry and tourism services.

(iii) Identifying community needs programme and project priorities which confront labour insecurity and development issues within the available resources, as well as those that can be made available in the future.

- EE* Each governorate has its' own specific needs.
- EE* NCPD/NGOs programme to combat labour insecurity can be found on <www.ncpd.org.eg> .

(iv) NGOs capacity building

- E* Make available high-level professional directors lead organizations (voluntary societies, youth centres, cooperatives unions etc.) with the support of the government, the private sector as well as by full-time or part-time volunteering.
- EE* Make available to NGOs professional staff and counselling services with sponsorship of government or international agencies.
- EE* Make available mechanisms of cooperation between all NGOs, including those registered under more than one law on the levels of the village, the town, and the governorate city. These mechanisms aim to do the following:
 - o transfer of knowledge;
 - o implement joint projects;

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- activate cooperation between the executive agencies, the donors, and private sector.
 - ~~EE~~ Develop educational programmes through the media, cultural centres, schools and institutes, aimed at acquainting the public with the modern concepts of volunteer management, charity and the elements, which should be available to NGOs to increase the effective utilization of their resources.
 - ~~EE~~ Develop vocational training for board members and executive staff about combating all forms of socio-economic insecurity.
 - ~~EE~~ Increase counselling services to support the activities of NGOs particularly of the small size, which the government, social fund, or international agencies could fund.
 - ~~EE~~ Train and support in preparation a presentation of projects and programmes to be funded by the private sector, international agencies or by the public at large.
 - ~~EE~~ Concerned ministries should undertake training of NGOs within the purview of their specializations (the health directorates, the education of labour force ministries etc.).
 - ~~EE~~ Training in the management of loans at small interest to the small industrial workers and craftsmen to insure the continuity of youth projects.
 - ~~EE~~ Setting aside a portion of the profit to help NGOs continue the projects in case grants are discontinued.
 - ~~EE~~ The participation of research agencies with the government in efforts to acquaint the NGOs with projects, avenues and methods that can increase work opportunities.
 - ~~EE~~ The role of government in providing work locations and management facilities, particularly in the rural areas, to the NGOs with tangible activities so as to enable them in turn to increase their activities in facing up to the problem of unemployment.
 - ~~EE~~ To initiate a system for the flow of information concerning the labour market and strengthening of economic and social security between NGOs and the Council of Minister's Information Centre.
 - ~~EE~~ NGOs must strive to increase their basic constituency and to elect the trusted leaders in addition to providing a clear media message on its work.
- (v) Enhancing support to NGOs to become more involved and integrated into the social policy and social development debate and actions.
- ~~EE~~ Issue NGO law 32/64
 - ~~EE~~ Amend laws and by-laws pertaining to youth centres and scouts to facilitate the establishment and management of productive and service projects
 - ~~EE~~ Amend laws and legislation pertaining to the *Wakf* e.g. endowments
 - ~~EE~~ Amend the draft of new labour laws, other legislation and by-laws presently under preparation, to insure the following objectives:
 - realize economic and social security for workers in the labour market and the informal and voluntary sector;
 - ensure NGOS undertake vocational training and employ locally and externally
 - allocate at least 30 per cent of government tenders for small projects and for NGOS;
 - reduce the proportion of social insurance on the NGOs employment;
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- ensure NGOS (i.e. voluntary societies, youth centres, scouts cooperatives, etc.) undertake the task of implementing investment services projects, land reclamation, telecommunications, bee hive industries, sports halls etc. and also allow them to raise funds and make available rotating funds for youth.

~~///~~ To issue governors decree to form permanent mechanism for networking among NGOs — community development societies, youth centres, scouts and guides federations, cooperatives, professional union, labour syndicates etc. — between them and the government as follows:

- form a voluntary committee in the headquarter of every local unit, composed of; representatives of NGOs within the jurisdiction of the local unit and of representative of the official executive body;
- form a committee on the level of the administrative *markaz* “City” from representatives of NGOs and the agencies supervising the NGOs in addition to a representative of every committee on the local unit level;
- form a higher committee on the governorate level from representatives of NGOs and the executive heads of the agencies supervising the NGOs within the confines of the governorate;
- composition of these committees on three levels must be officially confirmed by a decree signed by the governor. The terms of reference of the volunteer committee on the level of the local unit should be as follows:
 - ~~///~~ suggest the advocacy, service and production projects and programmes needed by the local community that contributes to labour employment and to limiting negative impacts of all forms of socio-economic insecurity;
 - ~~///~~ study the means of funding these projects and programmes through self-help by NGO members in every local unit;
 - ~~///~~ follow-up the implementation of projects to insure their continuity and develop them to absorb new labour.
- The function of the *markaz* e.g. city and of the governorate committees are the coordination between the governmental financial allocations, the self-help effort by the local NGOs and the approval and implementation of the suggested projects.

~~///~~ recommend to all media agencies with audio-visual and readership apparatus to undertake programmes for the education of society as regards: volunteering, philanthropy, the role of NGOs, and the orientation of the labour force towards all aspects and forms of socio-economic security. Also to direct programmes to the youth, to help them change their behavioural and intellectual patterns in favour of projects rather than of jobs (so that they will not opt for government jobs at any cost).

~~///~~ facilitate the allocation of land in frontier areas and housing in the new cities for the activities of NGOs and to mandate these to undertake some of the recreational activities, education, and health in these new areas.

~~///~~ banks should allow funding of projects allocated to youth NGOs, and offer them the same facilities accorded to youth as separate individuals.

~~///~~ recommend to local governorate units to use their equipment, which help NGOs set up projects for the protection of the environment.

(vi) NGOs evaluation criteria for the survey.

The evaluation criteria are based on the information reflected in the NGOs questionnaire that is designed by ILO for the Socio-Economic Security Programme, with the following additions:²³

~~///~~ In point 6, what is your main source of funds?

- Self-funding based on projects undertaken by the organization
- Cooperative funding
- Self-funding based on projects undertaken by the organization

~~///~~ In point 8, how many people work for your organization?

- With pay and insured
- With pay but not insured
- Volunteering with symbolic cost
- Volunteering without cost

~~///~~ New points

- Your communication with the grassroots through the media during the last three years:
 - ~~///~~ number of television programmes participated in;
 - ~~///~~ number of broadcasting programmes participated in;
 - ~~///~~ number of articles published on the NGOs services.

~~///~~ Networking capacity with:

- Unions
- Professional syndicates
- Voluntary societies under law 32/64
- Youth association under law 77/75
- Cooperatives
- Others

(vii) What next:

~~///~~ Hold similar workshops in each city and governorate.

~~///~~ Issue an official decree from the governorate to form a permanent working group (a committee) to face up to the unemployment issue and to promote socio-economic security. It will be the committees responsibility to follow up the implementation of recommendations.

~~///~~ Classify and study the recommendations and identify the agencies required to implement them.

~~///~~ Set a time schedule to implement the recommendations through a scientific and practical plan.

~~///~~ Raise the necessary resources to implement the recommendations.

²³ Attached the amended questionnaire Att#1

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- ~~///~~ Undertake and/ or promote studies and research on the labour market, employment and income securities unemployment issue as well as all other forms of socio-economic insecurity and the means of confronting it.
 - ~~///~~ Provide a complete database on the size of the unemployment issue, on the level of the governorate and on the national level.
 - ~~///~~ Hold an annual conference to present a report on achievements.
 - ~~///~~ Establish information services within NCPD with the support from the ILO to provide the permanent working group with national and international experiences and schemes.

Workshop programme

9 a.m. - 10.15 a.m.

Plenary Session

Inauguration session followed by presentations introducing the issue:

- * The global dimension “The ILO InFocus Programme on Socio-Economic Security”

Increasing sense of socio- economic insecurity, and the factors that have contributed to it.

Expounding the causes of unemployment and the discrepancy between supply and demand of the labour market as well as discussing the different components that make up all other forms of economic and social insecurity.

Facing up youth unemployment.

- * The Egyptian Dimension and its intrinsic capacity

Collection and analysis of data regarding labour force supply and demand trends, and the role of the Information Center of the Council of Ministers.

Role of civil society, NGOs and other partners concerned with this issue.

Experiences of the NGOs in facing up to this issue.

10.45a.m. - 1.45p.m.

Working Session

Working Groups to Discuss

- * Forms of socio-economic insecurity "priorities", "sources and recommendations" e.g.
- * Role of NGOs and other partners in overcoming this issue.
- * Maximizing and expanding the base of NGO resources.
- * Identifying community needs e.g. programmes and project priorities, which confront labour insecurity and development issues within the available NGOs resources, as well as those that can be made available in the future.
- * NGOs limitations and needs for reinforcement to become more involved and integrated into the social policy and social development debate and actions.
- * NGOs criteria to face up to this issue
- * Mechanisms for coordination and action (what next?)

2.15 p.m. 3.45 p.m.

Plenary Session

Session presided by the Governor

Present and discuss conclusions of the group discussions

Notes:

The preparation for each workshop required the formation of a working group in each governorate to review the programme and develop a list of participants by NCPD together with NGOs and the employer associations representatives, as well as the general secretary of the governorate, the director of youth, the director of local development, the under-secretaries of ministries of: labour, agriculture, education, *al-awkaf* and the social affairs.

The list of invitees to the plannery sessions included; representatives of all NGOs in all their legal capacities e.g. associations, youth centers, cooperatives as well as unions, professional syndicates, employers associations etc. Also it included the union, the people's representatives, the government representatives and experts.

The working session included representatives of NGOs, unions and employers associations

NGO Questionnaire

1. Would your organization be prepared to be evaluated by the ILO for inclusion in a globally available database listing organizations
 YES ? NO ?
2. Organization name: -----
 Address: -----
 Telephone: -----
 Fax : -----
 Email : -----
 Website: -----
 Name of contact person: -----
 Email of contact person: -----
3. Type of organization: -----

Registered union	?	(¹) Professional Syndicates	?
Non- registered union	?	Advocacy organization	?
(¹) NGO under law 32/64	?	Standard setting organization	?
(¹) NGO under law 77/75	?	Other (research organization,	?
Cooperative	?	local health service etc,	
(¹) Employers Association	?		
4. When was your organization established?: What is its legal status?
 Not for profit ? Limited (private) company ?
5. Are you associated with or do you belong to a:

Major public body	?	Private body	?	Religious body	?
International organization	?				
6. What is your main source of funds?

Public local	?	Public central/ federal	?	Private	?
Religious	?	International	?	Endowment fund	?
(¹) Cooperative funding	?	(¹) Self generating funds	?		
Users fees	?	Donations	?		
7. What main activities do you carry out aimed at supporting or improving

skill development (including vocational, organizational training, etc.)	?	Career guidance	?
Information and basic education	?	Organizational capacity building	?
Health and safety at work	?	Income, financial support, credit	?
Representation and collective bargaining	?		
Employment tenure	?	Other	?
8. How many people work for your organization?

Voluntary, no-pay	?	(¹) For pay by your organization and insured	?
Voluntary, with symbolic cost	?	(¹) For pay by your organization but uninsured	?
9. How many individuals/ workers benefit (selected in Q.7 above) per year?

	?	(¹) For pay by the government	?
	?	(¹) For pay by the private sector	?

(*) Added items to the original ILO questionnaire