

**Committee on the Application of Standards**

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**Eighth sitting, 10 June 2021 (cont.), 2.40 p.m.****Huitième séance, 10 juin 2021 (suite), 14h40****Octava sesión, 10 de junio de 2021 (cont.), 14.40 horas**

Chairperson: Ms Mvondo

Présidente: M<sup>me</sup> Mvondo

Presidenta: Sra. Mvondo

**Discussion of individual cases (cont.)****Discussion des cas individuels (suite)****Discusión de los casos individuales (cont.)****Mozambique (ratification: 1996)**[Employment Policy Convention, 1964 \(No. 122\)](#)[Convention \(n° 122\) sur la politique de l'emploi, 1964](#)[Convenio sobre la política del empleo, 1964 \(núm. 122\)](#)

**Présidente** – Nous passons immédiatement à la discussion du deuxième cas inscrit

à l'ordre du jour de nos travaux cet après-midi, il s'agit du cas concernant l'application

par le Mozambique de la convention (n° 122) sur la politique de l'emploi, 1964.

Il nous apparaît que, à la lumière du nombre d'orateurs inscrits pour la discussion du cas concernant le Mozambique, et comme prévu dans les méthodes de travail de la commission, le bureau de la commission a décidé de réduire le temps de parole à deux minutes pour tous les délégués intervenant à titre individuel.

Je vous rappelle également, à titre d'information, que le gouvernement du Mozambique, en prélude à l'examen de son cas cet après-midi, a envoyé des informations écrites à l'adresse de la commission.

**Government representative (Mr MAVILA)** – It is with honour and a sense of responsibility that we take the floor to provide a brief report on the responses to the questions raised by the Committee of Experts.

The Committee of Experts raised six questions for the Government of Mozambique. The answers to these questions were submitted on time to the Committee on the Application of Standards. For the sake of time, will not share the details of this response as they mostly consist of statistical data aimed at assessing the impact of the employment policy on job creation.

It should be noted that the employment policy in force in the country was approved in 2016, in a process that involved the relevant actors of the labour market, including employers' and workers' organizations.

The Government also established an action plan for the implementation of the National Employment Policy (NEP) in a process that involved the social partners.

The lack of institutional capacity and financial resources to monitor the impact of the employment policy and other economic policies on employment is one of the great challenges. Without systematic labour force surveys, it is difficult to analyse the structure and dynamics of the labour market.

Despite this difficulty, in 2015, the Government created a Labour Market Observatory and this Observatory has been setting up an information system on the labour market that has been gradually producing some indicators of the labour market based on administrative sources.

The Government is currently preparing an integrated Labour Force Survey, 15 years after the previous one, and has recently completed a household budget survey, which included the employment dimension. These are surveys that can help us understand the impact of different policies on job creation.

As I said before, we have submitted the answers requested by the Committee of Experts, highlighting the fiscal and monetary policies that have been adopted, the measures to stimulate the private sector in the current context of COVID-19, the active measures to promote employment, and some macroeconomic and labour market indicators. Unfortunately, due to the lack of production of regular surveys, it is still a challenge to see trends in labour market indicators.

Faced with these challenges, the Government will continue its efforts to further improve labour market statistics with a view to facilitating the monitoring and evaluation of the impact of the employment policy, and in this process we would appreciate the technical assistance of the ILO.

**Employer members** – The case before us today concerns the application in law and practice of the Employment Policy Convention, 1964 (No. 122), by the Government of Mozambique.

Convention No. 122 is an ILO priority Convention which, in essence, requires ratifying Member States to declare and pursue as a major goal an active policy designed to promote full, productive and freely chosen employment. While the Convention does not prescribe the means and strategies to achieve this goal, the key role of the private

sector and the need for an enabling environment for entrepreneurship and sustainable enterprise for its achievement should be recognized.

The Employers trust that the Committee of Experts will give due consideration to an enabling environment for sustainable enterprises in its future assessments of Convention No. 122 in Mozambique, as highlighted in the ILO Centenary Declaration.

Now, turning to the case of Mozambique itself, it is the first time that the Committee on the Application of Standards discusses Mozambique's application in law and in practice of Convention No. 122. The Convention was ratified by the Government of Mozambique in 1996. Unfortunately, due to the absence of the Government's report, the Experts repeated their 2017 observations twice, in 2019 and in 2020.

We do, however, thank the Government for the written information and its earlier presentation on this case, responding to the Committee of Experts' Observation. We would like to take this opportunity to remind all Member States to fulfil their constitutional reporting obligations and, importantly, to provide up-to-date information on the application of ratified Conventions in law and in practice. This information is absolutely vital to assist the Committee of Experts in their non-binding assessment and our discussions in this Committee.

We therefore encourage the Government of Mozambique to fulfil its constitutional reporting obligations.

This case is also about how, following receipt of ILO technical assistance, Mozambique adopted a national employment policy in 2016, in accordance with to its national reality and in consultation with the social partners, to promote full, productive and freely chosen employment.

The policy aims to promote job creation, entrepreneurship and sustainable employment. It includes among its main targets: the creation of new jobs, the implementation of programmes contributing to increased productivity, competitiveness and the development of human capital, establishment of the institutional conditions necessary to improve the functioning of the labour market, and ensuring the harmonization of sectoral policies, as well as an institutional framework for employment and self-employment.

It is important to highlight that, in line with Article 3 of Convention No. 122, the policy was also the result of tripartite social dialogue, as it was discussed by the Labour Advisory Commission prior to its adoption and continues to be monitored with the support of the social partners in this Committee and by the Development Observatory.

Moreover, we note that the Government has recently adopted the action plan related to the NEP for the period of 2018–22. By listening to the Government, we have also learned how the action plan has been adapted to the specific situation brought about by COVID-19 in the country, taking into account the reduction in jobs over the last year, as well as the economic difficulties faced by the private sector.

The pandemic has spotlighted the importance of the private sector, the undeniable value of small and medium-sized enterprises, and the relevance of global supply chains. Conducive environments for business are not an aim, but rather provide the basis for employment creation, growth and sustainable development, also in Mozambique.

Businesses in Mozambique need the Government to do what only governments can do, namely, to facilitate and create an enabling environment for private sector growth and resilience, to be able to create productive employment. In the absence of governments creating such an environment, growth cannot take place, and productive jobs cannot be created.

An enabling business environment is essential for creating a stable, predictable and incentivizing environment for investment, innovation and employment, all of which are vital for any sustained and job-rich recovery from the COVID-19 crisis.

We therefore invite the Government to communicate up-to-date information to the Committee of Experts on the implementation of the action plan of 2018–22, including statistical data on the current situation and trends regarding the active population, employment, unemployment and underemployment throughout the country.

We also invite the Government to provide information to the Committee of Experts on the enabling business environment in Mozambique for employment creation and on how the national employment policy's plan of action and enabling business environment go hand-in-hand and are having an impact on the ground.

This information is important because we now need to see the impact on the ground of the policy and plan of action.

With respect to youth employment, we welcome efforts to promote investment to create employment for young people and note that the NEP sets out lines of action to promote youth entrepreneurship through training programmes, particularly in rural areas, as well as increasing access to credit, investing in training for youth and increasing the number of traineeships available to young people.

We note that the Government has held awareness-raising conferences on pre-occupational traineeship regulations at the national and provincial levels to encourage enterprises to engage young trainees, and that the Government has established initial programmes to support entrepreneurial initiatives developed by young people.

We invite the Government to provide detailed information on the manner in which the implementation of the NEP, its action plan and different government programmes

providing education and vocational training for young people and supporting entrepreneurship of young women and men, have increased or hampered the access of young people to full, productive and freely chosen employment opportunities.

We also invite the Government to inform the Committee of Experts of how the NEP, the action plan and the different government programmes take into account the needs of sustainable enterprises to ensure a balanced approach.

With regard to the employment of women, we note that the NEP calls for action to: promote women's employment, including in traditionally male occupations; prioritize education and vocational training with a view to promoting equal employment opportunities for women and men; and eliminate gender discrimination in access to employment.

We invite the Government to provide detailed information on the concrete impact of the NEP on women's access to full, productive and freely chosen employment, including any challenges and obstacles that they might be facing.

Lastly, in relation to education and vocational training, we note the Government's indication that access to secondary education in the country is limited, and the completion rate remains very low at 13 per cent.

The relevance of education and vocational training to the needs of the labour market is also very low. We note that the Government refers to reforms introduced in the areas of education and vocational training to address these challenges. We therefore encourage the Government to show that education and vocational training policies and programmes are defined and implemented in close consultation with employers' organizations.

**Worker members** – We must first express our regret that the Committee of Experts did not receive the report of the Government since 2016 and had to reiterate their previous comments without the benefit of updated information. We acknowledge the written information provided by the Government to the Committee, but we regret that this information was not provided in due time to the Committee of Experts.

According to the latest available statistics dated 2016, the poverty rate in Mozambique is between 41 per cent and 45 per cent of the population, which represents over 10 million people. Based on a recent study, the unemployment rate was estimated at 17.5 per cent between 2019 and 2020. We take note of these concerning figures, which highlight the need for the Government to adopt and implement inclusive employment policies focused on creating decent and secure jobs, with strong social protection measures.

We note that, Mozambique adopted a National Employment Policy in 2016 with the technical assistance of the ILO. This policy is aimed at promoting job creation, entrepreneurship and sustainable employment to contribute towards the economic and social development of the country and the well-being of the population. It was later supplemented by an Action Plan for 2018–22 and an Implementation Plan for 2021–24. Unfortunately, the Government provides no information on the results obtained or any difficulties encountered in implementing these plans, or in achieving the policy objectives.

We note, however, that in September 2016, the Government and the ILO launched the “Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique” project, also known as “MozTrabalha”. This project, which runs until 2021, aims to support the implementation of the National Employment Policy by promoting investments in employment-intensive market infrastructures, stimulating green jobs



through SME development and fostering women's economic empowerment. The project's main activities consist of collecting information on the labour market, policy processes and institutional capacity, disseminating information on the National Employment Policy and conducting pilot projects to introduce employment-intensive investment programmes in selected sectors and regions.

While we acknowledge the Government's efforts to implement its National Employment Policy, we are concerned that these measures fall short of the needs of workers and do not provide the requisite protections in line with the scope of the Convention.

Mozambique faces enormous challenges. Nine out of ten workers are in the informal economy, with limited or no access to social protection. Due to the concentration of Mozambique's workforce in subsistence agriculture and low-productivity informal enterprises, the country is characterized by high levels of individual and household vulnerability, particularly in rural zones in the north and central areas. In addition, the pandemic has had devastating impacts on the economy. According to the National Statistical Institute, over 80,000 enterprises employing 3,300,000 workers have been affected by the pandemic. There is a reduction of jobs in the order of 47 per cent in relation to 2019; that is, over 250,000 jobs have been lost.

In light of these realities, the Government must pursue a national policy aimed at promoting full, productive and freely chosen employment, overcoming unemployment and underemployment and raising living standards throughout the country. Specific measures must be adopted to create paths to formalization of the informal economy in line with Recommendation No. 204, to promote investment in the creation of decent, stable and lasting employment and reduce poverty. In the context of post-pandemic recovery policies, policies must particularly address the needs of workers who were or

still are hard-hit by the pandemic and its consequences, due to their overexposure to infection risk, their lack of protection, or their heightened vulnerability to exclusion from the labour market.

Furthermore, we note that the National Employment Policy has set specific targets to promote the employment of youth and women. In this regard, the Committee of Experts had asked the Government to provide information on the manner in which the implementation of the policy and its accompanying measures had increased access to employment, equal treatment in employment and training opportunities. With respect to the latter, the Committee of Experts had noted important challenges in education and vocational training, including in access to secondary education, the low completion rate and the low relevance of education and vocational training to the needs of the labour market. The Government has indicated that it launched several programmes to encourage internships and traineeships in certain sectors, such as the banking sector, and to promote self-employment. The Government also provides statistics on the recruitment of teachers in primary schools and professional technical education and on the building of schools. We welcome these developments.

However, the picture painted is incomplete and does not allow for a full assessment of the effects of these programmes. Strong and impactful measures targeted at a job-rich economy, promotion of investment in the creation of decent, stable and lasting employment and poverty alleviation need to be adopted. Their design and implementation must be based on a strong and in-depth analysis of the composition of the workforce, employment and labour market in the country. Therefore, we echo the Committee of Expert's call for more detailed and contextual statistical data, especially on the current situation and trends regarding the active population, employment, unemployment and underemployment throughout the country.

Finally, we note that the Labour Advisory Commission and the Observatory are the bodies entrusted with the responsibility of following up on the implementation of the National Employment Policy. However, despite the Committee's specific request on this point, the Government provides no information on the involvement of the social partners in these two institutions. We recall that for the National Employment Policy to be successful, it must fully include the social partners in its design, implementation and review. We emphasize the need to establish strong mechanisms for the consultation of the social partners.

*Interpretation from Portuguese: **Worker member, Mozambique (Mr SIMANGO)*** – I am taking the floor on behalf of the Workers' Organization of Mozambique (OTM).

On 23 December 1996, Mozambique ratified ILO Convention No. 122 on employment policy. In the context of its domestication of this instrument, the Government adopted its first National Employment Policy (NEP) in 2016, which was designed to ensure the participation of all social partners – the Government, employers and workers.

The NEP is a very valuable instrument for promoting employment in any country and in the specific case of Mozambique. As a rule, this policy is something that sets out the general framework on how the social partners are to work on promoting and implementing laws.

The trade unions, as representatives and defenders of the workers, are key players. This must always be taken into account where employment-related initiatives are concerned.

As well as an instrument for social inclusion, employment is a means of fighting poverty, reducing social inequalities, begging and crime, because those factors often

cause or exacerbate instability and conflicts in developing countries such as Mozambique.

The level of unemployment reported by the NEP, which contains statistics for 2014–15, paints a worrying picture where the achievement of acceptable levels of employability in the country are concerned. Even more concerning are the types of jobs that contribute to those statistics, because they often do not fulfil the criteria for decent work.

The fact that Mozambique is having to appear at this session of the Committee following the comments raised by the Committee of Experts points to the weakness of the mechanisms that have been applied under the NEP and the country's inability to transform the policy into a practical road map to benefit its people and the relevant institutions .

In our opinion, the NEP should not be merely a political instrument; it should also be a practical tool for promoting employment.

The workers in Mozambique recognize the efforts that the Government has been making to ensure that more Mozambicans, and particularly young Mozambicans, may have access to employment. We also appreciate the information produced by the National Employment Observatory. We also salute a number of initiatives that the Secretary of State for Youth and Employment has developed. These merit encouragement.

However, the workers' concerns remain. For example, one of the pillars of an employment policy is decent work and it is therefore inconceivable that a country such as Mozambique should not have a Decent Work Country Programme which would be a guiding instrument for the quantity and quality of jobs to be created.

The workers understand that creation of jobs is not just the Government's responsibility. It is also something that falls to the private sector. Indeed, when we speak about the private sector, we should take into account its role in employment. However, we feel that the private sector should be doing much more to create secure and sustainable jobs, especially jobs in which certain rights are enjoyed.

It is not enough to speak of flexibility or simplicity in policymaking. Over the past few years, many initiatives have been approved by the Government and in our opinion the results have fallen short.

As everyone knows, the creation of decent jobs and protection of workers' rights are core targets for trade unions around the world. In the specific case of the OTM and the National Confederation of Independent and Free Trade Unions of Mozambique (CONSILMO) and the trade union movement in general, we feel that there is a need for further inclusive social dialogue where employment and jobs are concerned.

Mozambique is not an island, and as a means of raising awareness of the NEP, and how to implement it, the Government should have supplied more information to the Committee of Experts on time, as part of its periodic reporting obligations. The Workers do not understand why this delay has arisen and we hope that it is not due to a mere oversight. We hope that henceforth the Government of Mozambique will comply with all its obligations to provide information to the Committee of Experts on time.

We call upon the ILO to offer technical assistance to the Government to improve its performance in implementing its policy and involving workers in that process.

As Worker representatives, we reiterate our commitment to contribute to the legislative developments in the country and the adoption of social policies at the national level that ensure workers' rights are protected, extend social protection, and develop social dialogue, as well as fighting all kinds of discrimination.

We reiterate our commitment to the ILO's goals to ensure lasting universal peace and that can only be achieved if it is rooted in social justice and decent work.

*Interpretation from Arabic:* **Government member, Egypt (Mr ABDALLAH)** – We have taken note of the measures applied and the efforts made by Mozambique in order to ensure that they are bringing their law and practice into line with the provisions of Employment Policy Convention, 1964 (No. 122).

An employment policy was indeed adopted in 2016 in order to train people, create jobs and develop appropriate policies and strategies to cover the various sectors of the economy, increase sustainable and productive employment and improve the labour market information system. In addition, the Government has taken measures to tackle the impact of the COVID pandemic and bring about greater stability in the financial system.

Furthermore, it has taken measures to contain the COVID pandemic and helped to strengthen the private and public health sectors. Mozambique has also reached agreements to increase vocational training opportunities.

In conclusion, we salute the Mozambican Government's efforts to make sure it is in step with the provisions of Convention No. 122 and we hope that in its conclusions, the Committee will take those efforts fully and duly into account.

*Interpretación del portugués:* **Miembro trabajador, Portugal (Sr. BARREIROS)** — Distinguidos miembros de la Comisión, el Convenio núm. 122 tiene como objetivo promover las políticas de empleo con miras al pleno empleo y fue ratificado por Mozambique en 1996. Esta es una señal del esfuerzo que ha realizado para mejorar las políticas de empleo en el país, respondiendo a los incentivos que la OIT proporciona en los principios que respaldan a la Organización, como la lucha contra el desempleo y la garantía de un salario que garantice condiciones de vida adecuadas.

La informalidad del trabajo precario y las bajas cualificaciones son problemas con los que se enfrenta Mozambique y que en 2016 llevaron a que se adoptara la política nacional de empleo. La creación de estas políticas, donde se tiene que resaltar el esfuerzo para generar empleo, aumentar la producción nacional, mejorar las cuestiones de apoyo a la salud y a la seguridad en el trabajo, tenían que haber garantizado una mayor participación de los sindicatos para generar trabajo con derechos y garantizar la protección social, elementos de vital importancia para que podamos retomar las actividades después de la pandemia.

Mozambique, en cooperación con otras organizaciones, y sobre todo con la OIT, ha llevado a cabo la labor de apoyo como resultado de estas políticas.

Ante lo anteriormente mencionado, el debate de este caso no puede dejar de suscitar ciertas dudas acerca de por qué se lo escogió. En el contexto en el que el Estado mozambiqueño está siendo víctima de acciones terroristas, asesinatos, saqueos, destrucción de infraestructuras y servicios públicos, la amenaza de expulsión de la población cuestiona los esfuerzos de las políticas de empleo y que, como se ha reconocido, tienen mucha importancia para la recuperación de los países víctimas de agresión, contribuyen para dar expresión a quienes atentan contra la soberanía de Mozambique y que buscan instalar fuerzas militares extranjeras en el país, apoderándose de los recursos naturales que pueden constituir una ventana de esperanza para el pueblo de Mozambique.

Mozambique requiere de la solidaridad y de la cooperación verdaderas y desinteresadas, que nos lleven a fortalecer las políticas de creación de empleo de calidad y que puedan permitirnos acceder a derechos.

Conociendo el historial de políticas y el loable papel que la OIT ha desempeñado para aplicar estas políticas, estamos convencidos de que hay que fortalecer la

cooperación de la OIT con Mozambique para hacer avanzar la aplicación de las políticas que promuevan y protejan los derechos de los trabajadores, en la que los sindicatos mozambiqueños desempeñen un papel fundamental en el diálogo social para su elaboración y su apoyo.

**Government member, Zimbabwe (Mr NGORIMA)** – The Government of Zimbabwe would like to thank the representative of the Government of the Republic of Mozambique for providing this Committee with information concerning how Mozambique is giving effect to the principles enshrined in Convention No. 122 on employment policy through its National Employment Policy, adopted in 2016.

We also note from the submission made by Mozambique that the employment policy was adopted through a consultative process and is accompanied by a very substantive implementation plan.

My Government commends the Republic of Mozambique for domesticating Convention No. 122 and urges the ILO to provide technical assistance to Mozambique in order for it to better manage its labour market information.

We have confidence that there will be continued collaboration between the Government of the Republic of Mozambique and the ILO, as demonstrated by the submission made by the representative of the Government of Mozambique.

We also urge the ILO to provide technical assistance to build the capacity of the Government of Mozambique to be able to provide the Office and other supervisory bodies with the reports that are requested from time to time.

**Miembro empleadora, Colombia (Sra. MANRIQUE)** — Quiero referirme a dos aspectos del caso. En primer lugar, el Convenio núm. 122 hace referencia a la necesidad de estimular el crecimiento y el desarrollo económicos a través de la creación de políticas



del empleo pleno, productivo y libremente elegido. En ese sentido, para implementar el Convenio, se requiere el marco de una estructura macroeconómica que permita atraer a la inversión y la expansión de las actividades productivas por parte del sector privado.

Es así como toma mayor relevancia la creación de un entorno propicio para las empresas sostenibles y la necesidad de reconocer el rol del sector privado como la principal fuente de desarrollo económico y creación de empleos productivos.

De acuerdo con lo anterior, encontramos que la memoria presentada por el Gobierno de Mozambique, aunque tardía, presenta importantes detalles sobre la política nacional de empleo y sobre la situación actual del país. Destacamos que dicha política fue desarrollada con la asistencia técnica de la OIT y en consulta con los actores sociales.

Solicitamos al Gobierno que, en la implementación de la política nacional de empleo, tenga en cuenta la importancia de fomentar un entorno propicio para el desarrollo empresarial, e informe a la Comisión de Expertos cómo tiene en cuenta las necesidades de las empresas en la actualización e implementación de la política. Particularmente, para hacer frente a los efectos de la crisis generada por la pandemia de COVID-19.

En segundo lugar, respecto a la educación y formación profesional, destacamos los avances y proyectos emprendidos por el Gobierno de Mozambique sobre la puesta en práctica de programas de formación previa al empleo.

Solicitamos que se tenga en cuenta a los empleadores para conectar el sistema educativo con la formación para el trabajo, identificando las habilidades y competencias requeridas por los empresarios para generar más y mejores empleos de calidad y duraderos.

**Worker member, Canada (Ms NORGANG)** – I am speaking on behalf of the Canadian Labour Congress.

Available data places Mozambique's national poverty rates in the range of 41–45 per cent. This corresponds to between 10.5 and 11.3 million people living in extreme poverty. Mozambique's unemployment rate is about 25 per cent, with only 20 per cent of employment being waged labour. The remaining 80 per cent of workers are precariously self-employed, employed as unpaid family workers, or in temporary or casual work.

Many elements of Mozambique's 2016 National Employment Policy outline important strategies to promote job creation and contribute towards economic development and the social well-being of the population. Its emphasis on youth and women's employment, as well as on educational and vocational training are key to creating decent work and reducing inequality.

Meaningful social dialogue will be fundamental to the success of these programmes and policies. Currently, access to secondary education is limited and completion rates remain very low at 13 per cent. Studies have shown that putting more emphasis on social dialogue in education and employment programmes increases the ability to address the unique challenges faced by participants and leads to higher completion rates.

However, to ensure meaningful social dialogue, the Government of Mozambique must improve the gathering and dissemination of accurate employment data.

Finally, during the discussion on the General Survey, the Employers indicated that in the recovery from the COVID-19 pandemic, they would like to advance issues of sustainable enterprises and flexibility.

One of the most effective ways to ensure sustainable enterprises is by respecting the rights of workers and encouraging workplace democracy through the participation

of workers in decisions affecting them at the enterprise level. As we all know, the Employers' call for flexibility has been consistently used as a way to increase profits at the expense of ordinary workers by lowering working conditions and creating more precarious jobs. Increasing social dialogue and the worker's voice, on the other hand, will support decent work and contribute towards our shared goals of a just and sustainable recovery.

*Interprétation de l'arabe: Membre gouvernemental, Algérie (M. MEKHAZNI) –* L'Algérie voudrait tout d'abord réitérer son soutien au gouvernement du Mozambique, et appuyer les initiatives prises par le gouvernement dans le but de s'acquitter de ses obligations, en vertu des dispositions de la convention (n° 122) sur la politique de l'emploi, 1964.

L'Algérie estime que l'adoption par le Mozambique d'une politique nationale de l'emploi en 2016, après consultation avec les partenaires sociaux et la mise en œuvre d'un plan d'action pour la période 2018-2022, sont des aspects positifs. Nous notons que les mesures prises visent principalement les domaines de la promotion de l'entrepreneuriat, l'amélioration des performances qualitatives du système d'éducation et de formation professionnelle, ainsi que la modernisation du service public de l'emploi et la promotion du travail décent, notamment dans ses aspects liés à l'égalité des chances en matière d'emploi. Toutes ces initiatives auront, sans nul doute, un effet important sur les objectifs qu'il convient d'atteindre en vue de répondre aux besoins du marché du travail au Mozambique, et de lutter contre le chômage et le sous-emploi.

Il convient également de saluer les mesures prises par le gouvernement du Mozambique en matière de politiques budgétaires et monétaires durables. Ces mesures visent à soutenir les entreprises et à préserver l'emploi. Elles ont pour effet également de faire face à l'impact économique de la pandémie de la COVID-19. Nous saluons

également les efforts visant à orienter les travailleurs et les entreprises vers le développement durable, afin que la reprise suite à la COVID-19 soit meilleure et plus forte.

Finalement, l'Algérie encourage la République du Mozambique à promouvoir la coopération régionale et internationale; la coopération sur ces deux plans étant le moyen approprié pour faciliter l'échange et le transfert de connaissances et de savoir-faire, afin de promouvoir sa politique nationale de l'emploi.

**Miembro empleador, México (Sr. YLLANES MARTÍNEZ)** — El caso que nos ocupa es muy importante, ya que, aun cuando sería deseable que las condiciones económicas y sociales reportadas hubieran sido más alentadoras, no podemos dejar de destacar algunos aspectos relevantes que muestran progreso y establecen una ruta pertinente que constituye un ejemplo a seguir.

Acogemos con agrado la adopción de la política nacional de empleo de 2016 con la asistencia técnica de la OIT y que adicionalmente cuenta con un plan de acción en marcha, que contiene programas orientados hacia el aumento de la productividad, la competitividad y el desarrollo del capital humano, basados en principios correspondientes al empleo sostenible, lo que constituye un medio que sin duda contribuirá al desarrollo económico y social del país.

Es claro que, sin un entorno propicio para el desarrollo empresarial, el objetivo del pleno empleo libremente elegido es un objetivo abstracto, un anhelo difícil de alcanzar y sostener en el tiempo.

Habiéndose dado este importante paso, ahora resulta necesario articular la política de empleo, las prácticas de formación profesional y la educación, con los requerimientos del mercado laboral, de las empresas sostenibles, a fin de detonar inversión y, consecuentemente, desarrollo.

Bajo estas condiciones es necesario e importante que el Gobierno informe cómo entiende y atiende las necesidades de las empresas sostenibles y si ya está diseñando e implementando políticas públicas y programas que promuevan el empleo productivo de jóvenes y mujeres a fin de promover la igualdad en el empleo.

*Interpretación del portugués:* **Miembro trabajadora, Angola (Sra. CARVALHO FRANCISCO)** — Intervengo en nombre de las organizaciones sindicales de África.

La esencia y la vocación del Convenio núm. 122 es la necesidad de abordar la pobreza y contribuir al logro de la justicia social, la productividad y la prosperidad, mediante la generación de empleo decente.

Este convenio brinda la posibilidad de alcanzar todo eso mediante la promoción de políticas que generen creación de empleo decente en todos los sectores de la economía.

Teniendo en cuenta todo esto, hay motivos de preocupación sobre todo porque el informe de la Comisión de Expertos indicó que la población pobre es extremadamente pobre en Mozambique —del 41 al 45 por ciento—, y el trabajo independiente alcanza el 75 por ciento.

Cuando se juxtaponen estas cifras —el Informe del Director General indicó que más de 255 millones de empleos se perdieron debido a la COVID-19— es necesario considerar respuestas y una política de recuperación creativa. Una de esas respuestas tendría que ser la elaboración de un plan pragmático para pasar de la economía informal a la economía formal.

La situación de desempleo en Mozambique es igual a la de todas las economías de nuestro continente. La situación se está agravando debido a los efectos de la COVID-19. Para tener una respuesta de recuperación eficaz y resiliente sería necesario contar con un proceso amplio y colaborativo. El Gobierno debe esencialmente desplegar esfuerzos

conscientes para calibrar un proceso de diálogo social para la aplicación del Programa de Trabajo Decente en nuestro país, tener una hoja de ruta realista con un cronograma de aplicación y adoptar el mismo proceso.

En cuanto al informe de los expertos, con el 75 por ciento de trabajo independiente, muestra la voluntad de que las personas se autoayudan para ganarse la vida. Este esfuerzo es necesario, y es fundamental que ahora se pongan a disposición de los trabajadores autónomos y de los de la economía informal todas estas políticas.

La crisis financiera y económica del 2008, así como las crisis mundiales a nivel sanitario, económico y social de 2019 reafirmaron lo fundamental del Estado en la disponibilidad de espacios de políticas como algo esencial para enfrentar las crisis.

Mozambique, desafortunadamente, es un país que ha pasado por tres conflictos, se ha visto afectado por ciclones tropicales: el Idai y el Kenneth, y no tenemos políticas ni espacios fiscales para hacer frente de manera eficaz a la situación de desempleo y subempleo, de modo que la deuda de nuestro PIB se sitúa en 113,70 puntos y el pago de la deuda externa, estimado en dólares de los Estados Unidos, es de 1 375 millones para finales de 2019.

Para tener la posibilidad de revertir esta fragilidad necesitamos el apoyo técnico de la OIT.

**Government member, Namibia (Mr KATJAIMO) –**

Namibia welcomes the detailed response and the efforts made by the Republic of Mozambique in relation to the National Employment Policy, most notably the Action Plan 2018–22, which highlights eight pillars namely, human capital development; creation of new jobs; harmonization; and prioritization of social policies and strategies, just to mention a few.

The Government of Mozambique is commended for involving the social partners in the formulation of the National Employment Policy and the Action Plan.

Namibia further commends the Republic of Mozambique for the efforts taken on the pre-occupational traineeship regulations and other programmes which have increased access of young people to full, productive and sustainable employment.

**Employer member, New Zealand (Mr MACKAY)** – As we have heard from the Employer members, Mozambique, with ILO technical assistance, adopted the National Employment Policy in 2016 and the principal objective ostensibly is to improve the economic and social development of the country and the well-being of the population through job creation, entrepreneurship and sustainable employment.

However, as we have also heard, these aims are challenged by reality: significant poverty afflicts nearly half the population, equating to over 11 million extremely poor people.

Furthermore, due to the concentration of Mozambique's workforce in subsistence agriculture and low-productivity informal enterprises, the country is also characterized by high levels of individual and household vulnerability, particularly in the northern half of the country. We further note that access to secondary education in the country is limited and the completion rate remains very low at 13 per cent. Clearly then, the targets are ambitious in a country characterized by poverty.

Experience suggests that the way forward must be carefully managed, incremental, and, above all, done cooperatively. Employers and workers alike are supportive of the aims of the NEP. However, it is not simply enough to like these aims. What is needed is the plan that brings them to life. This is the information we now seek.

In this regard we note that, with respect to youth employment, the NEP focuses on promoting investment to create employment for young people, setting out lines of action to promote youth entrepreneurship through training programmes, particularly in rural areas, as well as increasing access to credit, investing in youth training and increasing the number of traineeships available to young people.

While education and training is laudable, without investment, it too is not enough if it is to grow both the formal and the informal economies in Mozambique. What is also needed is the jobs that will use the skills learned. An early consequence of not doing this is the departure of youth to countries in which work is available. There is little sustainability in that as an outcome.

Similar issues may arise with regard to women's employment. The NEP calls for the promotion of women's employment, including in traditionally male occupations; it calls for prioritization of education and vocational training with a view to promoting equal employment opportunities for women and men; and eliminating gender and discrimination in access to employment. However, without job growth the effect of achieving this goal is the displacement of males, young and old, from existing work.

As with youth, achieving this goal requires growth in the jobs available, and that will happen only with investment in both traditional and entrepreneurial job opportunities.

Lest there be any doubt, the Employers are clear that education is a vital prerequisite to building a flourishing economy. Progress will not come overnight, but it will not come at all if education, training and jobs are not part of an established continuum in which education and training is relevant to the needs of the labour market.

We urge the Government to continue to work towards an approach that attracts job-rich investment.



**Government member, Eswatini (Mr MKHALIPHI) –**

Mozambique is one of two of our closest neighbours and therefore we relate to their current and past internal, social and political circumstances. The reasons advanced by the Government of Mozambique for difficulty to submit its report, which would have enabled the Committee of Experts to examine the progress made in implementing the Committee's comments, as made during its previous examination, are noted and we urge that they must be considered in the conclusions of this case.

When listening to the information that has been presented by the Government of Mozambique, we get the sense that there are serious intentions by the Government, dedicated towards full implementation of the Committee's comments. However, these efforts are curtailed by side disturbances, such as the outbreak of the COVID-19 pandemic and several other human and natural disasters.

The steps taken by the Government to adopt a comprehensive National Employment Policy whose objectives are to promote job creation, entrepreneurship and sustainable employment to contribute towards the economic and social development of the country and the well-being of the population, deserves on its own some comments and encouragement of the Government to continue building towards achieving what it set out to achieve through this policy.

The main targets of this policy, these being the creation of new jobs (particularly in the private sector); implementation of programmes contributing to increased productivity; competitiveness and the development of human capital; establishment of the institutional conditions necessary to improve the functioning of the labour market; and ensuring the harmonization of sectoral policies, as well as an institutional framework for employment and self-employment, resonates so very well with the aspirations of the ILO Centenary Declaration.

Instead of being burdened by further strict recommendations by the ILO supervisory bodies, continued technical assistance and support must be availed to the Government of Mozambique in order to drive maximum promotion and implementation of the National Employment Policy, through the recently developed action plan in close consultation with social partners.

**Observador, Internacional de Servicios Públicos (ISP) (Sr. RUBIANO) —**

Nosotros también lamentamos que el Gobierno no haya enviado su memoria sobre un asunto tan fundamental como lo es la política de empleo y, más aún, teniendo en cuenta la situación económica y social del país.

A pesar de que el Gobierno se jacta de las altas tasas de crecimiento del PIB registradas en los últimos años, Mozambique es uno de los países más pobres del mundo y el nivel de desarrollo de su economía es limitado. La población por debajo del umbral de pobreza todavía se sitúa por encima del 50 por ciento, lo cual representa más de 11 millones de personas extremadamente pobres. Además, la gran mayoría de la población, alrededor del 80 por ciento, continúa dependiendo de una agricultura de subsistencia.

Por otra parte, el presupuesto público depende en gran medida de la ayuda externa. Mozambique está financieramente sometido al designio de los países e instituciones multilaterales donantes, cuyas aportaciones al presupuesto público representan aproximadamente un 40 por ciento.

Estos aportes y donaciones condicionan las políticas económicas y laborales del país. Como parte de las reformas económicas emprendidas por Mozambique a lo largo de las últimas décadas, en torno a 1 500 empresas estatales han sido privatizadas y hubo liberalizaciones en todos los sectores de la economía. Sin embargo, la privatización y la reducción de personal en el sector público han provocado un aumento del desempleo,

el aumento de la economía informal y el fenómeno del engañoso empleo por cuenta propia.

Asimismo, queremos destacar que el artículo 3 del Convenio obliga a la consulta con los representantes de los empleadores y de los trabajadores con el objeto de tener plenamente en cuenta sus experiencias y opiniones y, además, lograr su plena cooperación en la labor de formular la política de empleo y de obtener el apoyo necesario para su ejecución.

Lamentamos que el hecho de que el Gobierno no registre al sindicato de la administración pública, como recomiendan los órganos de control de la OIT, socaba la capacidad de los trabajadores públicos para participar activamente en esos foros; asimismo, permite al Gobierno seguir tratando a los mismos como interlocutores sociales de tercera clase.

Para finalizar, queremos expresar que el Gobierno de Mozambique debe realizar más esfuerzos para regular efectivamente el mercado laboral, colaborar adecuadamente a través del diálogo social y comprometerse a incluir el Programa de Trabajo Decente en los procesos de creación de empleo.

**Government representative (Mr MAVILA)** – I would like to invite my colleague, the National Director of the Employment Observatory, to deliver the final remarks. You have the floor.

**Government representative (Mr CHIMELA, Director, Labour Market Observatory)** – First, we would like to thank the Committee for this opportunity to table our report, which was thoroughly read by the delegates, and thoroughly debated in this session. We would like to acknowledge the challenges that we have as a country in terms of data collection and dissemination of data, but most importantly, I would like to highlight one very important aspect on this issue of data: statistical data.

As of late, we are talking about 20 May 2021, we held a high-level meeting on employment, and this meeting had three high-level individuals from the ILO who addressed our meeting and the progress that we have made. We also had in that meeting two experts that addressed the issue of the concept of employment that we are still struggling with, the issue of statistics that we still have as a big problem, a big headache as a country, that are helping us look at how best we can handle these issues of the concept of employment, the collection of data, and also how Mozambique should address the issue of informality, the transition from the informal to the formal economy. The meeting was attended by some 200 people and 5,000 participants attended remotely.

So, we fully agree with the recommendations that were made here, but we also would like to reiterate our commitment to address those issues that are big problems for us.

If you look at our plan of action for the employment policy for 2021–24, it states clearly what the Government commits itself to do to meet the needs of the Mozambican people. We are talking about fiscal and monetary programmes that would speed up job creation. It is very clear in that plan of action. We are talking about the commitment and involvement of our social partners.

A very clear example of how Mozambique embraces social dialogue is our labour law review. It is getting big support, and strong involvement of our social partners. We are talking about the employers, represented by CTA, and also our workers' representatives OTM and CONSILMO, and the whole society at large is also involved.

We thank the support given by all the delegates, and also request heartily that the ILO should extend and deepen its support and technical assistance to Mozambique.

**Employer members** – I will start off just making the last point from my original intervention before I proceed to my concluding remarks.

So, achieving the goal of full, productive and freely chosen employment requires productivity, growth and an enabling business environment for employment opportunities to be created. That will only happen with investment in both traditional and entrepreneurial job opportunities. While it is investment that will make the biggest difference, it is also investment that we most lack information in this case.

We wish the Government of Mozambique to further develop an enabling business environment for employment creation. We also urge the Government to further develop its plans for investing in jobs and to make these plans clear so that the international community may understand and support them.

Now turning to my concluding remarks. The Employers' group would like to thank the Government for the useful information already available in the written submission. We are pleased to note the measures that have been undertaken by the Government of Mozambique to elaborate, review and keep updated its Employment Policy, especially in light of the COVID-19 pandemic.

We also thank all participants for their insightful submissions here today. The Employers' group recalls the importance of timely submission of the report to the Committee of Experts because this is the only way the ILO supervision can work properly and provide adequate information prior to the discussions in this Committee.

In light of the debate, the Employers' group invites the Government to provide updated detailed information on the results of the specific measures adopted, the challenges encountered and the measures adopted to overcome those challenges concerning employment of young women and men, stimulating professional training

and labour mobility for young people, women's empowerment, vocational training and education.

Considering the specific situation arising due to the COVID-19 pandemic, the Employers' group would also like to request the Government to report on the long-term policies adopted in support of a sustainable and resilient business recovery from the COVID crisis.

Businesses in Mozambique and everywhere in the world need governments to do what only governments are empowered to do – to facilitate and create an enabling environment for private sector growth and resilience and to be part of solutions to SME financing partnerships. In the absence of governments creating such an environment, growth cannot take place and productive employment cannot be created. An enabling business environment is essential for creating a sustainable, predictable and incentivizing environment for investment and innovation.

**Worker members** – The Workers' group would like to thank the Government of Mozambique for their comments. We also thank all the other speakers for their interventions.

We welcome the efforts of the Government to adopt a National Employment Policy to address the huge economic and social challenges faced by the country.

The overwhelming majority of the working population is concentrated in subsistence agriculture. The poverty rate in Mozambique is rising. Every nine in ten workers is in the informal economy and the COVID-19 pandemic and its impact on society have cut down the rate of employment growth by almost half compared to 2019.

In view of these challenges, we call on the Government of Mozambique to review, in consultation with the social partners, the 2016 National Employment Policy in light of

any recovery plans, to ensure that the post-pandemic recovery is human-centred, inclusive and that it respects labour rights. This must be done together with a review of the “Decent Work for Sustainable and Inclusive Economic Transformation in Mozambique” project,” referred to as “MozTrabalha”.

The Government of Mozambique must review its policies and programmes with a view to promoting investment in the creation of decent, stable and lasting employment and to reducing poverty. In that regard, we recall the interdependence of economic, social and employment objectives and the need to coordinate the National Employment Policy with other economic and social policies so as to ensure their complementarity.

In addition, taking into account the characteristics and composition of the employment in the country, it appears clear that specific measures must be adopted to create paths to formalization of the informal economy in line with Recommendation No. 204 and to address poverty in the agricultural sector.

In the context of post-pandemic recovery, policies must particularly address the needs of workers who were or still are hard hit by the pandemic and its consequences due to their overexposure to the infection risk, their lack of protection, or their heightened vulnerability to exclusion from the labour market.

The National Employment Policy must also address the great inequalities on the labour market which specifically affect women and young workers. Further efforts are needed to achieve greater equality of opportunities in terms of access to employment, as well as equality of treatment concerning conditions of work.

All these measures must rest on a robust system of collection and analysis of statistical data, especially on the current situation and trends regarding the active population, employment, unemployment and underemployment throughout the country.

Finally, and this is a key point, the Government of Mozambique must take measures to ensure the full participation and genuine consultation of the social partners in all steps of the National Employment Policy, from design to implementation and evaluation.

The objectives and principles of Convention No. 122 remain at the heart of any national employment policy and any national response to the pandemic.

Therefore, the Government must provide timely and updated information to the Committee of Experts to ensure that the measures adopted are in line with the Convention.

We also call on the Government of Mozambique to accept the technical assistance of the International Labour Office.

**Présidente** – J’informe les membres de la commission que la lecture du projet de conclusions concernant ce cas aura lieu lors de la dernière séance de la commission, vendredi 18 juin 2021. Je vous informe en outre de la disponibilité sur la page Web de la commission d’un nouveau document D, comportant les informations écrites envoyées par le gouvernement de la Roumanie, qui se trouve sur la liste des cas individuels.

Avant de clore nos travaux, quelques informations pratiques:

Les procès-verbaux verbatim concernant l’examen des cas d’hier, relatifs à l’Éthiopie sur la convention n° 87 et du Honduras sur la convention n° 169, sont maintenant disponibles sur la page Web de la commission. Vous avez jusqu’au samedi 12 juin 2021, 13 heures, pour déposer les amendements que vous souhaiteriez apporter à la transcription de la déclaration que vous avez formulée: [can2021@ilo.org](mailto:can2021@ilo.org).

Notre commission poursuivra ses travaux demain, vendredi à 13 heures précises, heure de Genève, avec la discussion des cas individuels suivants: la Chine, pour la région administrative spéciale de Hong-kong, concernant la convention (n° 87) sur la liberté



syndicale et la protection du droit syndical, 1948; et la Namibie, pour la convention (n° 111) concernant la discrimination (emploi et profession), 1958.

J'invite les membres souhaitant participer aux discussions concernant ces deux cas, s'ils ne l'ont pas encore fait, à bien vouloir s'inscrire sur la liste des orateurs, en envoyant un courriel à l'adresse de la commission: [can2021@ilo.org](mailto:can2021@ilo.org).

Je vous souhaite à toutes et à tous une bonne continuation, et à demain. La séance est levée.

*The sitting closed at 4 p.m.*

*La séance est levée à 16 heures.*

*Se levantó la sesión a las 16 horas.*