



Advisory note for Thematic Portfolio Social  
Protection in Central Africa

BEL2100201

*Final version of 12 March 2021*

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## Abbreviations

Actiris	Employment agency of the Brussels region
ALMP	Active Labour Market Policies
AWEX	Agence wallonne à l'Exportation et aux Investissements étrangers
BELINCOSOC	Belgian International Cooperation on Social Protection
BIO	Belgian Investment Company for Developing Countries
CECOFA	Central Coffee Farmers Association
COCOCA	Consortium de Coopératives de Caféculteurs
COVID	Corona Virus Disease
CSO	Civil Society Organization
DGD	Directorate-General Development Cooperation and Humanitarian Aid
EAC	East African Community
EU	European Union
FIT	Flanders Investment & Trade
FOREM	Service Public Wallon de l'Emploi et de la Formation
FRAME	Fragility Resilience Assessment Management Exercise
GIZ	Gesellschaft für Internationale Zusammenarbeit
GP	Global Partnership
HIVA	Research Institute for Work and Society (University of Leuven)
HRBA	Human-Rights Based Approach
IDP	Internally Displaced People (or Person)
ILO	International Labour Organisation
INTPA	International Partnerships department (EU)
ITM	Institute for Tropical Medicine
JSF	Joint Strategic Framework (GSK in Dutch)
LCF	Local Competitiveness Facility
LODA	Local Administrative Entities Development Agency (Rwanda)
LuxDev	Luxembourg Development Cooperation Agency
MSME	Micro, Small, Medium Enterprises
NGA	Non-Governmental Actor
NGO	Non-Governmental Organization
OHS	Occupational Health & Safety
PPP	Public-Private Partnership
PSD	Private Sector Development
PSDE	
RSSB	Rwanda Social Security Board
SDG	Sustainable Development Goals
SME	Small and Medium-sized Enterprises
SP	Social Protection
SPIAC-B	Social Protection Interagency Cooperation Board
FPS	Federal Public Service
TDC	Trade for Development Centre
TEI	Team Europe Initiative
TP	Thematic Portfolio
TVET	Technical Vocational Education and Training
UN	United Nations
VDAB	Vlaamse Dienst voor Arbeidsbemiddeling en Beroepsopleiding
VET	Vocational Education and Training
VTI	Vocational Training Institute
WBL	Work Based Learning

# 1 Introduction

On 18 February 2020, Minister Kitir gave the instruction to DGD to start drafting an instruction letter for a new thematic portfolio on Social Protection in Central Africa for the period 2022-2026. With the notification of the request to Enabel on 23 February 2021, and in accordance with the management contract, Enabel was invited to prepare an advisory note.

This is the first thematic portfolio on Social Protection for Enabel, which means that no lessons can be learned from previous thematic portfolios. Nevertheless, there is a large number of past and ongoing initiatives at the level of Enabel interventions, in Central Africa and elsewhere, on which to build further or from which to learn lessons.

This advisory note assesses Enabel's ongoing activities in the area of social protection and decent work and provides recommendations for the new thematic portfolio<sup>1</sup>; for consideration for the Minister's instruction letter. The note starts with an overview of the experience of Enabel (chapter 2). In Chapter 3, the key challenges for the implementation of the thematic portfolio are discussed, followed by Enabel's comparative advantages in the area of social protection and decent work (chapter 4). The note concludes with recommendations for the future thematic portfolio (chapter 5).

## 2 Experience of Enabel in Social Protection and Decent Work

This chapter gives an overview of the current portfolio of Enabel in social protection and decent work. Although Enabel did not manage a thematic intervention on social protection or decent work specifically, considerable experience has been built up from past and ongoing interventions.

The experience is presented following the **four pillars of decent work** as defined by the ILO, being (1) creation of decent employment, (2) labour rights, (3) social protection and (4) social dialogue. For each pillar Enabel has acquired substantial experience in the four countries targeted by the portfolio, but also in other partner countries.

Reference is made to [annex 1](#) for a mapping of ongoing Enabel activities in decent work.

### 2.1 Pillar 1 – Creation of decent employment

Enabel has a diverse experience in the creation of decent jobs through providing sustainable business opportunities and decent employment.

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<sup>1</sup> This note is the result of internal consultations at the level of Enabel (field and Brussels), and several external consultations (e.g. DGD, JSF Decent Work). A brainstorming session has taken place last week with a multi-disciplinary team within Enabel to harvest lessons learned and recommendations for the future. A mapping on decent work has been finalised in March 2021 providing an overview of Enabel's experience.

All Enabel's **private sector development interventions** have inclusive growth and decent job creation as their objective or target. The focus is on shaping and building inclusive markets that foster entrepreneurship that empowers young women entrepreneurs. Women and youth entrepreneurship is both a cross-cutting issue and an explicit target of Belgian support.

These interventions usually support specific agricultural value chains or economic sectors (green economy, digital economy) and have a major focus on entrepreneurship support and support to MSMEs (Senegal, Benin, Guinea Conakry, Burkina Faso, Rwanda,). Moreover, Enabel runs similar programs for other donors and has gained significant expertise in this field (e.g. Uganda, Palestine).

Enabel has a long experience in supporting fair and sustainable **agricultural value chains** in Central Africa (DR Congo, Rwanda, Burundi). The focus is on empowering small-scale producers and processors, and their organisations to capture a more significant part of added value along the value chain. Making value chains fairer and more inclusive for every actor and particularly the weakest ones is key.

In Rwanda, Enabel managed a **Local Competitiveness Facility** (LCF) in four districts (Gisagara, Gakenke, Rutsiro, Nyagatare). The LCF supported informal SMEs to become formal and increase their productivity to ensure job creation. The program succeeded in creating new jobs, and revenue for both employees and cooperatives increased significantly. Companies from the informal sector managed to formalise both the company statute as well as the employment terms in the companies (e.g. through application of formalised labour contracts). Today, the LCF is managed by the institutional partner (LODA).

In several partner countries Enabel runs **infrastructure projects that adopt a cash for work strategy** to create decent economic opportunities for the most vulnerable people (including migrants and IDPs). This is also the case in Burundi (PAIOSA) and DR Congo (rehabilitation of rural roads and river ferries). Decent work and social protection are at the core of this approach.

Enabel has a considerable expertise and large portfolio in **skills development and employment promotion**. Moreover, in each of the four countries since more than 20 years, Enabel runs skills for jobs programs that provide individuals with skills (technical, soft, practical) to increase their chances for finding a decent job. All these programs focus on the economic integration of vulnerable youth after the training through work-based learning programs, placement in decent jobs, and support to self-employment or entrepreneurship. In DR Congo (and Uganda), Enabel is launching a new EU funded intervention that aims at maximizing the employment impact of European investments (EIP) through dedicated training programs and job placement services (as part of the VET Toolbox project).

The **Trade for Development Center** (TDC) of Enabel carries out various programs aimed at improving market access for SMEs and producer organizations in developing countries, as well as promoting fair and sustainable trade. Since 2014, the TDC has supported 28 coffee companies and cooperatives in DRC, Rwanda, Burundi and Tanzania, through sustainable project financing and/or through coaching in marketing and business management. In [annex 2](#), some success stories from TDC in Central Africa are presented that illustrate the contribution of fair and sustainable trade to the creation of decent work.

## 2.2 Pillar 2 – Labour rights

Guaranteeing labour rights includes applying and mainstreaming national labour legislation to protect workers' rights. This encompasses written contracts, decent wages, safe and healthy conditions but also the right to strike or participate in campaigns to defend or promote non-discrimination in the workplace.

In all four countries, Enabel respects and promotes **labour laws**. In all PSD programs this respect of the formal labour law is a condition. Outside Central Africa, Enabel has an interesting new experience in integrating labour inspection and collective bargaining services into the governance systems of newly established industrial parks.

All **skills for jobs interventions** in the four target countries promote labour rights. This typically starts in the training centres (e.g. training on occupational health and safety) but is even more important in work-based learning programmes where decent working conditions are promoted and required (e.g. insurance for occupational hazards).

In Burundi and Rwanda, Enabel focusses on decent work and labour rights as part of past and ongoing **cash for work programs**.

In human mobility programs in West and East Africa (also in Uganda), Enabel is working in cooperation with institutional and non-governmental actors to ensure access to **labour rights for third country nationals and internally displaced people**.

In 2017, Enabel produced a set of documents and guidelines related to human rights and decent work<sup>2</sup>. A specific guideline was developed on safety and workers' security in construction works.

## 2.3 Pillar 3 – Social protection

Equitable and affordable access to **quality public services like education and health** are the first redistribution measures for (fragile) countries. Investing in education, including technical and vocational education and training, and affordable qualitative public health facilities is crucial as a basic social protection mechanism. Enabel has a strong and a strategically well-positioned portfolio in education and health programs in Burundi, Rwanda, DR Congo and Uganda that aims at equal access to quality basic services.

Enabel has extensive experience in the roll out of a national system of **health insurance** and in particular in access to health insurance for informal workers. In Rwanda, this made health services truly accessible and health indicators evolved impressively as a result (Rwanda reaches health targets above most MIC). However, in post COVID-19 times, access to health insurance systems is more than ever under pressure, especially for extremely poor families. Enabel can also demonstrate extensive protection of vulnerable groups such as women throughout its support to health insurance systems.

Very similar and profound experiences are taking place in Senegal, Mauritania (EU project) and Niger. In Uganda and DRC (and Burundi) Enabel has important experiences in **health financing** in order to provide better access for the poor, with the longer-term objective to gradually arrive at creating a social health insurance system for the poor (also for the

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<sup>2</sup> HIV and AIDS at the work place; Health and safety in the use of pesticides; construction sites safety

informal sector). In this area, try-outs are under way to work with diaspora from Niger and Mauritania in order to stimulate resource mobilisation so that poor people can have access to health insurance as well.

The Rwanda Social Security Board (RSSB) and Enabel have worked together with the Belgian FPS Social Security and Belincosoc on an updated list of **occupational diseases** and in designing a **Disability Rating Scale** for Rwanda<sup>3</sup> (funded by the study fund).

Finally, Enabel is preparing VET Toolbox activities in DR Congo and Rwanda providing training on **domestic workers**, in partnership with IDAY International.

## 2.4 Pillar 4 – Social dialogue

In the field of social dialogue and tripartism, Enabel is working in tripartite settings in the skills for jobs programs in Burundi and Uganda. These programs bring together the public sector, the private sector and civil society in a dialogue and management on skills and jobs (e.g. tripartism in the management of skills development funds, or in the support to the establishment of Sector Skills Councils in Uganda). In DR Congo, Enabel presently supports an active dialogue of the public sector with employers' federations; with an opportunity, through this new thematic portfolio, to ensure trade unions are represented in the dialogue on skills development and employment in DR Congo.

In Tunisia and Morocco, Enabel works in partnership with the ILO to ensure the development and strengthening of legal and institutional frameworks that support social dialogue in the areas of labour mobility and the protection of the rights of migrant workers.

## 3 Challenges for thematic portfolio on Social Protection

Below, the key contextual challenges for the preparation and implementation of a new thematic portfolio are discussed.

### 1) Social protection systems and decent work in Central Africa.

Although several social protection systems are in place in the four countries, their coverage remains very low, in particular for the most vulnerable population. In reality, less than 3% of the population is covered by at least one social protection benefit (African average 17.8%). This is in part due to a lack of formal and decent employment. In the four target countries, more than 90% of jobs are in the informal sector, and many of those work in precarious and unsafe working conditions. Some of them do not even have a right to access formal employment due to their legal status.

Some of the urgent areas to address include un- and underemployment, huge disparities in care responsibilities, large coverage and service provision gaps with detrimental consequences for people with care needs and care responsibilities

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<sup>3</sup> The list will help both treating doctors and those involved in verification mechanisms to have the same guidelines and limit potential controversies. The two documents will allow RSSB to review the occupational hazard and pension laws, after validation by concerned ministries and there after the preparation of related Prime Minister Orders.

(especially women), the elderly, people living with disabilities, those living with HIV, refugees and IDPs<sup>4</sup>.

In all targeted countries, there is major need to improve safety on the work floor, with among other measures protective clothing, adequate and inclusive sanitary infrastructure, first aid kits and competences, obligatory vaccinations and general hygiene.

- 2) **Country readiness for and advanced agenda on decent work and social protection.** Social protection is still in its infancy in Central Africa and governance structures are often insufficiently capacitated in realising their mandate in the area of decent work or social protection. This comes in addition to operating in a challenging institutional and socio-economic environment.

In 3 of the 4 countries targeted by the portfolio (Uganda, DR Congo and Burundi), the 3 essential requirements (according to ILO) for the establishment of a social protection system are not in place, in particular when it comes to the requirements on real political will and devoted government funding<sup>5</sup>. In this context, it will be a challenge to ensure that support to normative and legislative work at the national level has a real impact on the ground. Health insurance and family allocations for the poor, and free service policies in health and education are among the first fields in which progress can be made in a fragile context.

The context in Rwanda differs somehow, with a strong political will expressed through well elaborated national strategies and increased budget allocations (e.g. social protection budget share of the total national budget increased over the past 5 years from 4.1% to 6.1 percent).<sup>6</sup>

Country readiness also refers to private sector involvement as there might be some **reluctance on the side of some actors of the private sector** to engage in a (public) decent work support program.

- 3) **Impact of the COVID 19 pandemic.** The post-COVID-19 context will further increase existing social and economic inequalities and is hitting in the first place the most vulnerable population in our partner countries (in terms of employment, access to health services, etc.). There is a tendency to informalize the formal sector in response to the economic crisis. As mentioned above, access to health insurance systems is under pressure as a result of COVID 19, especially for extremely poor families. Economic consequences of the pandemic are not yet fully known, the monitoring of the economic impact on businesses of key value chains for the national and regional economies present critical challenges in terms of decent work conditions.
- 4) This adds to an already **challenging macroeconomic and fiscal situation of partner countries** which will leave limited space for new initiatives for social

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<sup>4</sup> UNHCR estimates more than 1.45 million refugees in Uganda, and more than 5.680 million internal displaced people in DRC.

<sup>5</sup> According to ILO, the establishment of an effective, efficient and sustainable social protection system in a country requires 3 essential elements:

- the political will of the country
- the will to devote national financial resources to it
- the availability within the country of adequate expertise

<sup>6</sup> Rwanda's Social Protection Sector is built on four main pillars which include; (i) Social Security, (ii) Short-term Social Assistance, (iii) Social Care Services and (iv) Livelihood and Employment Support. Budget allocation over the past five years, from FRW 79.4 billion in 2016/17 to FRW 198 billion in 2020/21. The increasing trend in the social protection budget allocations both in real terms and as a share of GDP indicates the government's commitment to strengthen and expand social protection programs to ensure inclusive and pro-poor development. Source: <https://www.unicef.org/rwanda/media/2781/file/Social-Protection-Budget-Brief-2020-2021.pdf>



protection and decent work. In 2021, the economic situation has worsened due to the impact of COVID-19 on the economy. This will put pressure on household incomes and leaves no fiscal space for our partner countries for new social protection initiatives.

- 5) **Formalisation of informal work requires a long-term and inclusive perspective.** This implies a strong and pro-poor government that creates a legal framework that results from a tripartite dialogue between the public sector, the private sector and the civil society (including unions) and that can be enforced where necessary.
- 6) **Gender** – Addressing women’s immediate needs and targeting structural gender inequalities (such as discriminating practices and gender stereotypes, toxic masculinities, gender barriers to wage employment) will be a priority in developing the thematic portfolio. Meaningful participation of women to decent work opportunities and collective empowerment must be at the core of social protection priorities.

Empowering women through social protection schemes requires improving access to essential services and empower them to claim effective exercise of their related rights (sexual and reproductive health and rights, equal pay, meaningful participation, representation, the protection against violence, non-discrimination and economic empowerment). Investments must address immediate essential needs (protection against sexual exploitation on the work floor, access to family planning, right to parental leave, water and sanitation facilities, and their rights for parenthood). Investment must also address deep-rooted gender inequalities.

Enabel recognizes the need to reduce, redistribute and reward care jobs which are globally undertaken by **unpaid caretakers** – mostly women and girls<sup>7</sup>. If not adequately addressed, discrepancies in care jobs, the lack of quality care services, together with growing discrimination affecting women on labour markets, will create a global unsustainable care crisis. Support to transformative policies in terms of paid and unpaid care work to promote gender equality and social justice in the world of work can in turn result in the creation of many jobs.

- 7) **Limited opportunities for youth.** All countries in Central Africa are currently facing rapid demographic growth which leads to high unemployment rates and puts pressure on all government services. Providing the younger generation with a “brighter future” should be considered as a major challenge. A brighter future can be interpreted in different ways but ensuring that they will have an income is a major step in the right direction.
- 8) There is a **challenge for Enabel in contracting UN agencies**, including with the ILO. A model has been developed for cooperation agreements with UN agencies, but the feasibility to concretize collaboration agreements depends on the organizational and operational characteristics of each individual UN agency.

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<sup>7</sup> According to ILO, 263 minutes a day for women versus 78 minutes a day for men in Africa.

## 4 Comparative advantages Enabel

- 1) **Enabel has experience in all four pillars of decent work in Central Africa**, in different sectors. Today, Enabel is working on the creation of decent work and employment, in Burundi, Rwanda, Uganda and DR Congo. Enabel also has a strong track record in vocational training and employment in all 4 countries. In the field of social protection, Enabel has a vast experience in improving access to basic education and health care through (universal) health insurance. Enabel works in a number of countries, Senegal, Niger, Mauritania and Uganda on social protection in the informal sector. In DRC and Burundi, reflections on how these countries can engage in social protection in health for the informal sector are ongoing. In the field of social dialogue and tripartism, Enabel is working in tripartite settings and networks bringing together the public sector, CSOs, and the private sector and civil society.

- 2) This thematic portfolio is an opportunity to bring decent work and social protection at the centre of our activities in the region, as an **additional and complementary dimension** to ongoing programs.

Enabel's **ongoing programs in Central Africa offer opportunities and operational entry points** for complementarity and co-creation with the thematic portfolio. This concerns particularly the interventions on skills and employment, health, PSDE and agriculture and rural development. As such, a thematic portfolio on social protection and decent work will strengthen the current projects in Central Africa by adding a decent work component.

- 3) In all four countries, Enabel has intense **partnerships with government institutions**, in line with its mandate and as part of its DNA. Enabel is 'critically' aligned with national policies, meaning that starting from existing situations and national policies, Enabel uses project experience to go into an open and critical dialogue with partner country authorities in order to improve existing policies. Through training and accompaniment, Enabel strengthens the capacity of these institutions to improve their service delivery to the population, to organise a constructive dialogue with their respective stakeholders and to decide on systemic improvements.

- 4) Enabel has **expertise in working with the private sector** in all four countries through agricultural value-chain support, PSD activities and skills and employment programs.

Enabel's approach on private sector development consists of creating the necessary conditions for inclusive growth and decent job creation through 3 main pillars: (1) creating conducive business environments (human capital, infrastructures, legal and tax framework, entrepreneurial culture, promotion of women entrepreneurship, etc.); (2) support to set up structured value chains and economic sectors; (3) support to entrepreneurs and MSMEs in their growth and capacity to create economic added value and decent jobs. Three specific niches are at the centre of the attention to promote inclusive growth: women entrepreneurship; digital entrepreneurship and fair & sustainable entrepreneurship. In this framework, private sector engagement is considered as an instrument to achieve development goals when a "triple win" situation can be found for the partner country, Enabel's intervention and the private sector.

In Uganda, Enabel has been working in the private-not-for-profit and to a lesser extent in the private-for-profit sector in health for several years now. The main challenge being how the government could contract with the private sector and how mutual rights and obligations could be united under PPP contracts.

- 5) In working directly with the beneficiaries, Enabel mainly targets the **most vulnerable people** in an effort to ensure inclusion and 'leaving no one behind'.

Enabel aims at integrating a **human-rights based approach** (HRBA) that considers human rights and standards (international human rights norms including ILO Conventions) both as a means and an end of development cooperation. This involves empowering rights holders to claim their rights and to strengthen the capacity of duty-bearers to respect, protect and fulfil those fundamental rights<sup>8</sup>. As part of the HRBA, principles such as meaningful participation in local civil society and inclusion of marginalized group representatives, equality and non-discrimination and empowerment are mainstreamed throughout our actions. Such approach allows Enabel to support policy frameworks targeting the most vulnerable people.

Enabel focuses both on social cohesion and inclusive (local) governance of services that grant access to fundamental rights such as social protection and decent work to all, including to migrants and displaced people. A special attention is paid to approaches granting access to social protection and public goods to all women.

Access to **economic opportunities and decent jobs for people on the move and local communities** is considered as well. In several West and East African countries (including Uganda), Enabel develops multi-sectoral approaches focusing on the creation and maximization of economic opportunities as well as social cohesion and local governance. Decent work and social protection are at the core of an approach that aims at supporting the sustainable and inclusive development of urban and rural areas.

- 6) Enabel has positive experience and results in working in a **tripartite setting with social partners** (public sector, private sector / employers and labour unions). These networks and expertise can be mobilized for this thematic portfolio, as well as the networks developed in the specific area of social dialogue around decent jobs and protection of migrant workers. Enabel supports tripartite consultation in Burundi and Uganda on the establishment of a public-private partnership agreement for better linkages between the world of training and the world of work, setting up and managing training fund and sector skills councils, tools for labour market analysis. In DR Congo, Enabel supported the establishment of a jointly managed resource centre in Katanga via the VET Toolbox project.
- 7) The Trade for Development Centre positions itself in the **capacity development of African fair-trade MSMEs and producer organizations** in management (financial, organizational, governance) and in marketing (positioning, market access, sales, etc.) combined with financial support to allow for the implementation of the defined strategy. The uniqueness of TDC lies in its focus on fair value chains, which includes living income and other "norms" to be respected prior to receiving the fair-trade label.

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<sup>8</sup> Human rights are fundamental, interdependent and indivisible rights, and they include civil, political, socio-economic, cultural and collective rights.

**Inclusion of social enterprises.** The experience of the Trade for Development Centre shows that prioritizing support to social enterprises can contribute to an ecological and social transition. Most of the companies supported by the TDC are cooperatives owned and managed by producers, artisans or enterprises whose statutes tend to pursue a social and/or ecological goal instead of maximizing profit<sup>9</sup>.

- 8) With respect to **labour rights**, Enabel applies social clauses in tenders and cash for work programs (to ensure contractors respect labour rights). Moreover, Enabel is setting up a partnership with ILO (in Senegal) on labour inspection as part of our PSD program. As part of its human-rights based approach, Enabel also mainstreams respect and protection for labour rights within its vocational-training programmes.
- 9) In the area of social protection of employees, Enabel has a strong track record in working with partner governments on **health insurance systems**, also for the informal sector. The experiences in Senegal, Niger and Mauritania show that creating a social protection for people in the informal sector is feasible and effective. Since in our partner countries most of the population is living of informal economic activities, it is of utmost importance to reach these populations. Often, among the poorest members of the constituency we also count migrants issuing from countries in the region who are often excluded from all sorts of protection schemes.
- 10) With respect to employment conditions, Enabel has expertise in supporting **occupational health and safety on the work floor** (e.g. infrastructure projects, in TVET programs and work-based learning activities) and integrates this in its collaboration and support to private sector actors.
- 11) Enabel has extensive experience in operating at both the institutional level (public institutions) and at the level of the beneficiaries (“boots on the ground” - ‘operational’ level), known as the “**double anchorage**” principle. This complementary strategy allows for optimal learning as the project intervenes at the side where learning can take place, based on evidence which allows for upstream policy advice, and on the other hand at the policy level, where learning is integrated in the system at large. This is complementary to a multistakeholder approach which remains of course more than pertinent in such complex matters.

Enabel has experience in **managing complex projects** where we balance interests of different stakeholders (of partner countries, beneficiaries, civil society and Belgium).

- 12) **Access to expertise networks.** Belgium is a global frontrunner in the field of social protection and decent work and is recognised for its unique model of social dialogue. Expertise for this portfolio can be mobilised through existing and new partnerships

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<sup>9</sup> As soon as they are released from the obligation to generate large profits for shareholders, these enterprises have more room to:

- 1) provide a better salary to producers and artisans. They are not constantly changing suppliers to drive down costs and maximize profit margins. This creates a fairer distribution of value and power within the chains in order to combat inequality.
- 2) invest in the company by developing new products and new production methods, and by tapping into new markets.
- 3) develop ways of working and production methods that focus on minimizing the impact on the environment and promoting a circular economy and agroecological practices. This is in contrast to companies that focus on maximizing profit and can only justify investments in sustainability if they increase efficiency.
- 4) set up in locations where other companies do not, in remote areas that are more difficult to access (due to a lack of infrastructure, conflict etc.), and/or target marginalized communities. In this way, these enterprises are the driving force when it comes to social progress.

with public institutions and CSOs in Belgium, as well as through European and international partners.

- Through its partnership strategy, Enabel can rely on an extensive **network of public partners** in related areas such as (a) Belincosoc, (b) Federal Public Service Social Protection, (c) Federal Public Service Employment, Labour and Social Dialogue, (d) regional public employment agencies (Actiris, FOREM, VDAB) (e) regional public export agencies (AWEX, FIT, Hub.brussels), and (f) research partnerships (e.g. ITM Antwerp, HIVA).
- Enabel is partnering with the **Belgian Joint Strategic Framework Decent Work and its members**. This portfolio is a unique opportunity for joint programming as the programming cycles for both the new 5-year plans for NGAs and the Thematic Portfolio run simultaneously.
- In 2019, Enabel has signed a **partnership agreement with ILO** for joint work on the following thematic areas: (a) development of policies on employment and job insertion; (b) vocational skills development, employability and employment promotion, and (c) labour market intelligence. Several collaborations are in the pipeline (e.g. labour inspection in Senegal, Employability in Guinée-Bissau) and currently Enabel is working in partnership with ILO on the THAMM project (Labour migration in Tunisia/Morocco).
- Enabel is a partner in the EU financed **Socieux+ project** that provides European Expertise to all EU partner countries on social protection, labour and employment. Other partners in the partnership are Expertise France, the Spanish Development Agency, as well as Belincosoc (Federal Service Social Security). Enabel provides an expert to strengthen the Belgian position and building knowledge. Socieux+ proposes a demand-driven facility to provide expert advice on technical aspects related to the thematic portfolio decent work.
- Enabel is the coordinating entity of the EU financed **VET Toolbox project** (together with British Council, GIZ, LuxDev and Expertise France). The VET Toolbox supports public authorities, social partners and private institutions in an EU partner country in VET and labour market reforms<sup>10</sup>. The VET toolbox recently integrated a new component on increasing local employment benefits of European investments through VET and skills development. Enabel will implement this component in DR Congo and in Uganda. With regards to decent work and social protection, the VET Toolbox may offer short-term expertise and advice. This includes expertise on (a) social dialogue and tripartite mechanisms in TVET, (b) improving VET and job opportunities for vulnerable groups, (c) improving skills for the (in)formal sector; (d) strengthening job placement. Through the Knowledge Exchange Network (KEN) the VET Toolbox improves access and connects practitioners and experts.
- Enabel has an **internal working group on Decent Work**. This multisectoral expertise group aims to collect good practices, exchange knowledge, organise learning and expertise around decent work in the organisation. This group is in close relation with other Belgian actors active in

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<sup>10</sup> Through applying evidence-based VET and labour market programming ; operationalizing private sector involvement in VET and labour market activities ; enhancing the inclusion of vulnerable groups in VET and formal and informal labour market activities

decent work, namely with the JSF on Decent Work and its members organized in a coordination platform. Following the guidelines developed in 2019, the internal working group proposed several technical guidelines and practical tools in support to its intervention on concrete challenges around decent work (e.g.. safety at work). The group aims to organise trainings and knowledge sharing for Enabel's staff in close collaboration with the relevant partners (ILO, decent work platform, Belincosoc, Socieux + and others). Finally, the working group contributes to develop a common operational framework with BIO and implement recommendations of the evaluation on the JSF decent work of the Special Evaluator (2020)<sup>11</sup>.

13) Enabel is actively involved in the **Team Europe Initiatives (TEIs)**, both in the concerned partner countries and at the global level. This new portfolio is in line with EU development cooperation priorities. It has many complementarities with TEIs at country level (green and economic development) and it strengthens other TEIs on human development, digitalisation and human mobility in the region:

- Uganda – Both the Multi-annual Indicative Programme (MIP) priority area on sustainable and inclusive growth and jobs, and on Democratic Governance and social inclusion and the two TEIs on Demography and Social Services and on Sustainable Business for Uganda (SB4U) match with this portfolio on Social Protection. Uganda is also a priority country of the global programme on “Improving the synergies between social protection and PFM”.
- Rwanda – Both MIPs and the TEI on skills and jobs highlight decent employment and TVET as priority areas for the EU.
- DR Congo – Social protection is one of the priority sectors of the MIP on human development with special emphasis on health and nutrition.
- Burundi – The TEI on Rural Development has chosen a multi-sectoral approach with decent work and social protection as two of its three pillars, complemented by digitalisation as transversal subject.

## 5 Recommendations for thematic portfolio Social Protection

### 5.1 General orientations

#### 1) Cross-cutting inclusion of women and vulnerable groups

Enabel supports the orientation to target in particular **women and the most vulnerable populations** in line with Enabel's ongoing portfolios in Central Africa and elsewhere.

<sup>11</sup> Recommandation 8.3 (p.87) Il est recommandé aux acteurs de la coopération gouvernementale Enabel et BIO de préciser mieux encore leur approche opérationnelle en matière de TD et de définir et de s'accorder plus clairement sur leur relation de collaboration et d'échanges avec les acteurs du CSC TD. Le but est d'éviter que la concertation entre ces acteurs ne se mue en un simple échange d'informations qui n'apporte guère voire pas de valeur ajoutée à l'une des deux parties. Ce faisant, il convient de tenir compte des priorités définies par la note stratégique « Coopération belge au développement et secteur privé local : un appui au service du développement humain durable » et de la priorité actuelle accordée par la Coopération belge à l'appui à l'entreprenariat.” [https://diplomatie.belgium.be/sites/default/files/downloads/rapport\\_final\\_csc\\_td\\_final.pdf](https://diplomatie.belgium.be/sites/default/files/downloads/rapport_final_csc_td_final.pdf)



Furthermore, Enabel aims to ensure the protection and promotion of fundamental rights through its human-rights based approach which combines the empowerment of rights-holders and of the capacity of duty-bearers. This requires access to basic services for the most vulnerable groups, including women, migrants (people on the move, refugees and internally displaced people) but also addressing structural changes to build more inclusive and equitable social protection mechanisms and societies in the long run. Analysis and tools will also address vulnerable groups in their complexity and consider how some people face multiple factors of potential discrimination within those groups (intersectionality).

To accelerate progress on gender equality, Enabel integrates **gender mainstreaming and specific actions for gender equality** in line with the Belgian development cooperation's priorities to generalize the use of OECD/DAC Gender Markers 1 and 2. Moreover, supporting partner countries in adapting their systems to ensure the provision of basic services as well as the protection, promotion and fulfilment of fundamental rights of women and men, irrespective of the legal status, is a priority for Enabel.

This thematic portfolio offers an opportunity to **tackle child labour as well as extreme working conditions** or economic sectors that are particularly dangerous and/or precarious (e.g. mining sector in DRC).

- 2) Operate through multiple entry points in the system with a **multistakeholder approach**. Complex social systems such as social protection and decent work need to be addressed from different angles and different operating levels simultaneously to achieve lasting change. A multi-stakeholder approach is therefore crucial as they all together shape the system.

Achieving long-term structural improvements and tangible results on the ground is important. This implies (a) changing the lives of individuals through working in a participatory manner at the level of the beneficiaries (b) focus a major component of activities at the enterprise level or at the level of the trade-based social dialogue, (c) alongside national system change.

- 3) **Complement social security initiatives by social assistance interventions.**

Considering the vulnerability of beneficiaries and of the local context, it is necessary to combine social (contributive) protection with social assistance programs for the most vulnerable. These subsidies and assistance initiatives should be financed through tax revenue in the long run. National authorities should be in the driver's seat as they are ultimately responsible for protecting their population and they are the only actor that can effectively take redistributive initiatives on which social protection for the poor is inevitably based.

- 4) **Innovation**

The portfolio will identify and pilot innovative solutions and approaches adapted to the specific needs and the local context (e.g. local competitiveness facility, first employment facility, innovative financing etc.). Inspiration will be sought from innovations introduced by other development partners, by other partner countries as well as from best practices in Belgium or Europe.

For instance, **(un)conditional cash transfers** can be a relevant strategy to deal with the impact of COVID-19 for the most vulnerable populations (for universal basic

income, or a first or formal employment facility). During the strategy and portfolio development phases, an assessment can be made on how to implement this within the legal framework of Enabel, considering potential cost-efficiency. There is a need to source the expertise of seasoned external partners for a pilot of cash transfers under this thematic portfolio.

**Human mobility as a resource** for countries of destination and of origin alike. Through the portfolio on social protection, Enabel will try to identify interesting leverages for countries in the region to ensure social protection of migrant workers moving throughout the region. Experiences and lessons learnt from diaspora groups, including experiences on innovative use of remittances to grant social protection, will be duly documented and assessed.

#### 5) **Design for scale – Team Europe Initiative**

The initial focus of the thematic portfolio will be on the labour component of social protection. This Belgian initiative constitutes a **first building block** that other EU member states (and others) could complement to become a Team Europe Initiative on Social Protection and integral part of the Multi-annual Indicative Programme (MIP) of the EU. The portfolio should be designed in such a way that it allows other EU member states and EU (INTPA) to add more components of social protection as Belgium has expressed its ambition to lead at EU level on Social Protection. This portfolio presents opportunities to link with the Green Deal of the EU, and in particular green jobs, but not only. It allows to reinforce other TEIs on human development, digitalisation and human mobility, and to extend the scope to other social protection mechanisms. Each EU member state can bring their added value and expertise<sup>12</sup>.

- 6) **Co-creation and partnership.** Provided the complexity of decent work, it will be key to rely on strong partnerships and actively look at synergies and complementarities with other programs. The thematic portfolio should be strategically positioned to connect all stakeholders involved in the social dialogue and in decent work (public sector, civil society and private sector).

In this configuration, Enabel could have a role as “broker” between partners of the dialogue (tripartite actors). Enabel is well-positioned to strengthen the capacities of public institutions whilst the members of the **Joint Strategic Framework (JSF) on Decent Work** will strengthen their local partners. As such, both will strengthen the social dialogue (or other forms of dialogue between these actors) from two angles.

Similar synergies will be pursued with **BIO** in exploring options to build linkages with ongoing or planned investment programs in Central Africa, and with **expertise networks in Belgium** (BELINCOSOC, FPS Social Security, FPS Employment, Labour & Social Dialogue, regional public employment agencies, regional public export agencies, and research partnerships).

Alignment to policies and structures of the national framework on social protection and decent work will be critical for the success of this portfolio. This requires the active

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<sup>12</sup> In the field of social protection, the EU is working in Uganda, Ethiopia, Burkina Faso and Senegal together with ILO, UNICEF and the Global Coalition for Social Protection Floors (GCSPF) as well as with national and interventional NGOs. Another field of interests for the EU is working on the humanitarian-development-peace nexus with humanitarian and development actors. Netherlands, Sweden and Ireland have shown interests in supporting Social Protection. Ireland is the 3rd highest contributor to the TEIs on Human Development in EU (in % terms). France, Germany, and the United Kingdom are investing at large scale on a Social Protection program in the Sahel, which is implemented by the World Bank.



participation of Team Belgium in the **national coordination and dialogue structures**<sup>13</sup> on social protection and decent work.

- 7) Enabel suggests a **comprehensive approach on decent work**, integrating the main intervention areas (employment conditions, job creation, social protection of workers, formalisation of informal work, labour rights, tripartism, social dialogue, and policy making...). However, as the needs for social protection and promotion of decent work are high in the countries of the portfolio, there might be a need to make choices with respect to the **geographical concentration of field activities within partner countries** or to develop a **focus on a limited number of economic sectors or value chains**.

The geographical and/or sectoral choices will be developed depending on the **specific context in each of the countries**, taking into consideration the ongoing interventions of Enabel and of other development partners.

In the identification of economic sectors or value chains, the recommendation is to find a good balance between, on the one hand, a focus on the most vulnerable groups in society, and on the other hand, on economic sectors and zones that have sufficient potential for employment creation. The geographical focus will depend on the opportunity in terms of complementarity with the ongoing portfolio, the economic sectors that will be supported, and more in general the existence of real opportunities for decent employment.

However, this doesn't exclude **national actions** that are applicable to the whole territory or to all sectors, such as support to the legal framework on decent work.

## 8) Regional dimension

- There is a need to find a correct balance between overall program coherence and diversification by country, with shared overall program objectives being translated into national actions and contexts that are aligned to the decent work agenda in the respective countries.
- A regional thematic portfolio offers great opportunities for networking, learning, exchange of best practices, and capitalisation for all stakeholders.
- Options will be explored on how to engage in close synergy with ILO on their regional and international initiatives in the area of decent work.
- Regional labour mobility and cross-border trade. The regional component could work on improving conditions for cross-border traders, whose work is highly informal. The Rubavu – Goma border, for instance, has the highest number of individual crossings per day, mostly by informal traders, but also other borders in the region are categorised by informal trade and border crossings where working conditions and social protection are not granted.
- Addressing refugee's rights also need to be seen in its regional dimension: the majority of cross-border population movements happen at regional level. A large part of the population of the target countries is composed by individuals originating from neighbouring countries who keep their migration/refugee-

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<sup>13</sup> In Uganda, the donor group on social protection is chaired by Ireland, in Burundi by World Food Program, in Rwanda by XXX, in DR Congo by XXX.

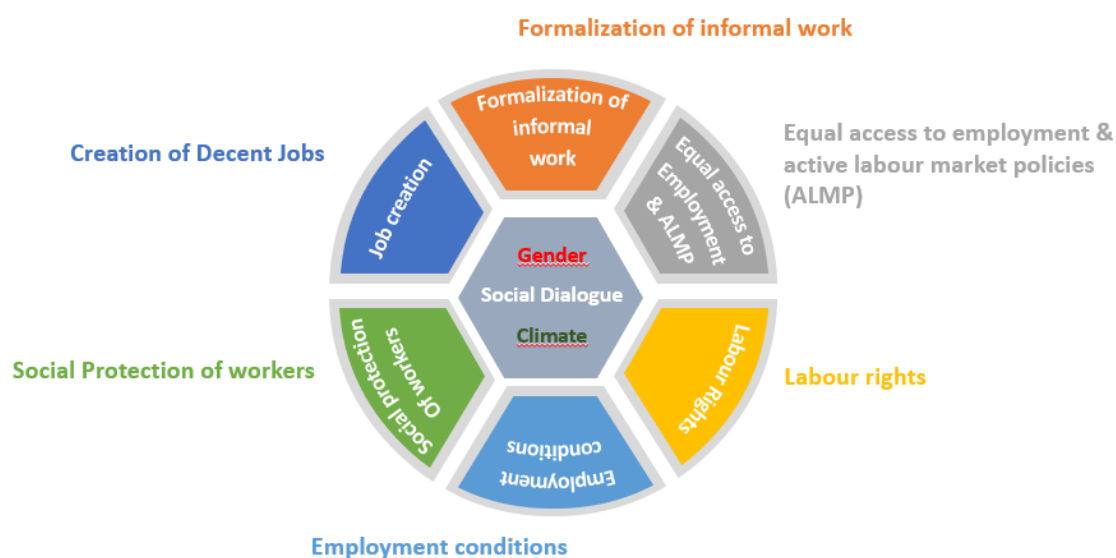
related status long after settling in a bordering country. Granting their access to social protection and portability of their rights and benefits is of primordial importance for them and their families.

- Addressing rights of the most vulnerable also requires considering specific vulnerabilities such as the health and socioeconomic burden of HIV-AIDS in the region and the need to create inclusive social protection mechanisms as well as work opportunities and environments where people living with HIV-AIDS, chronic diseases and disabilities are not put at further risk but free to thrive.
- With DR Congo in the process of becoming a member of the East African Community (EAC), the thematic portfolio could connect with the EAC to support their plan to develop minimum social protection and labour rights for the whole community.
- Soft initiatives: regional trainings, seminars and exchanges on best practices.

## 5.2 Possible intervention areas for thematic portfolio SP

Below, we present an initial intervention framework in an effort to shape the future thematic portfolio. It is based on the 4 pillars of decent work (ILO) but considers also additional strategic orientations (e.g. formalisation of informal work). Please note this is still very much work in progress at this stage.

The application of these intervention areas will differ per country and require strategic choices for each country, as it will be difficult and sometimes not required to work on all aspects in each country. This strategic choice will be made after consultation with all partners and stakeholders during the development of the thematic strategy. This will allow Enabel to make a strategic choice per country from a limited number of actions (see also geographic scope below) in order to contribute to the decent work agenda.



- 1) **Formalization of informal work.** Considering that more than 90% of the population in the four countries works in the informal economy (mostly in agriculture and service industry), it will be challenging to show clear results on the formalization of informal work in the short term.

Therefore, the advice is to adopt a gradual approach for this first portfolio by supporting the informal sector in the basic steps towards the formalisation of the informal sector (progressive formalisation). A first step being to improve working conditions, labour rights and social protection for workers in the informal sector. This should also include non-nationals working in one of the target countries and with a special focus on women who are disproportionately self-employed in informal enterprises. This will pave the way for more ambitious goals in the longer term. It is furthermore recommended to adopt a thematic or trade-based approach to ensure focus and effectiveness.

Possible areas of work are: (a) ensure gender-responsive health insurance for informal workers, (b) improving working conditions, including occupational health and safety, (c) end Gender-Based Violence at work, (d) support to trade unions or other workers organisations, (e) social dialogue, (f) lifelong learning (up-skilling/reskilling) (g) formalisation of informal businesses.

## 2) **Job creation**

Productive, profitable and sustainable businesses are essential for inclusive economic development and green and decent job opportunities. However, the capacity of the private sector to create more jobs is limited due to (a) the lack of a job creation policy, (b) the lack of funding to support entrepreneurship, (c) insufficient training structures, and (d) legal and tax frameworks that are not conducive for inclusive growth.

In this context, the focus of the thematic portfolio should be on concrete actions that have both an **impact at institutional level as well as on the individual level**:

- Strengthening business environments and local entrepreneurial ecosystems to ensure proper MSME support mechanisms are in place to support entrepreneurship (particularly for women) in their growth path to create local jobs.
- Supporting local private sector development should also consider self-employment as a strategy for those who are too far from the formal labour market (especially young people and women). In creating their own job, they have access to economic opportunities for themselves and their families that allows them to improve their living conditions (access to health and education and other basic services).

Boosting development of the local private sector and unlock the potential of local entrepreneurs is particularly relevant in sectors where there is an obvious **added value in terms of job creation and a social or environmental benefit**, especially in urban areas. Among those sectors, the green economy has a particular potential in creating additional jobs in urban areas through, for instance, actions in the circular economy which encourages the recycling, reuse and repair of goods.

In some contexts, **cash for work programs** are an effective strategy for decent job creation. These programs create (temporary) decent jobs for (low-tech) public construction works; and when coupled to skills training as part of the working time it has more sustainable impact.

## 3) **Ensure equal access to decent employment and active labour market policies**

Youth unemployment is very high in all four countries, and those employed suffer regularly from under-employment and lack of decent working conditions.

The portfolio should support several pathways for economic integration in decent jobs and make them accessible for vulnerable youth and women. This will require interventions that improve the employability of individuals, but also actions on the side of future employers to ensure that decent job offers reach job seekers.

Enabel recommends constructing this portfolio on the ongoing interventions in vocational training and employment promotion in the four countries. Where it is not foreseen by existing projects, the thematic portfolio can consider vocational training for re-skilling or up-skilling of individuals (CVET), or even initial TVET to improve the employability of target groups.

Other labour market interventions should be considered, such as a first formal employment facility or alternative employment incentives (in the first place non-financial). Career guidance, job placement and intermediation services, or job fairs are some other interventions that aim to reduce the distance to the labour market for the target population.

- 4) **Social protection of workers in the formal and informal economy** should be a major intervention area. This includes in the first place access to a health insurance for workers (and their families) but also other basic services can be considered, such as family or child allowances, basic education for children, literacy training, mental health care, family planning, as well as coverage for other life course vulnerabilities. For the most vulnerable or poor, cash transfers, free-service policies, voucher initiatives or subsidies to insurances should be considered for access to basic services. Policy support could also focus on the recognition of care work (incl. unpaid). These protection measures should be inclusive also for non-nationals, irrespective of their legal status. As a matter of fact, in many developing countries family allocation or subsidies for the poor (pro-poor funds) policies already exist, but their operationalisation often remains weak. Another potential area of work related to social protection of workers is on civil registration, this is a pre-condition for every social security system and for targeting social protection measures.

#### 5) **Employment conditions**

Decent working conditions and occupational health and safety (OHS) at work should be an important focus area of the thematic portfolio, as it directly affects the beneficiaries and the enterprises.

In Central Africa and elsewhere, Enabel has good experience with trainings on OHS. This includes capacity building in OHS for technical instructors of Vocational Training Institutions (VTIs) and master craft persons involved in Work Based Learning (WBL). In terms of training infrastructure and equipment, typical activities are to equip schools with training tools, equipment and workshops that are used according to OHS standards and general principles of comfort and sustainability (cost-efficient buildings, more comfortable for users, use of natural lighting, thermal comfort, natural ventilation, renewable energy, etc.).

Another area of work will be on addressing toxic masculinities and gender-responsive working environments throughout policy support and capacity building exercises.

Labour conditions also involve ensuring workers are properly insured for occupational hazards or other risk directly related to their employment, and that they can use personal protective clothes and equipment.

- 6) **Labour rights.** In most countries labour rights exist formally but are often not really implemented or known by stakeholders. Activities for the thematic portfolio in this area can include (a) mapping existing legislation and identifying gaps (together with ILO), (b) developing tools for better sensitizing on labour rights, or (c) strengthening workers' representatives to better integrate labour rights. Based on the country specific needs and the mapping, improvement trajectories could be supported through a tripartite social dialogue.

With Uganda, Rwanda and Burundi being members of the EAC and DRC in the process of becoming a member, the regional program could also ambition to support lobbying for developing regional minimum labour rights and analyse if there is an opening to support the EAC to develop policy documents for minimal regional standards for labour rights and social protection.

- 7) **Tripartism and social dialogue** are at the hearth of the decent work agenda and form the basis on which activities in the portfolio should be constructed. It is key that all stakeholders are represented and involved in the preparation and implementation of the new portfolio. This includes ensuring tripartism is in place for newly supported initiatives.

The portfolio should explicitly promote tripartism as an approach to social dialogue; as well as **promote social protection and decent work** at local and national level.

In Rwanda, the social dialogue has been made mandatory since 2 March 2020 for companies with 10 or more employees. The first elections of worker representatives are to be organised as soon as the covid-19 context allows, creating a particular window of opportunity to build on.

- 8) A two-pronged approach to **gender** combining gender mainstreaming with specific objectives targeting gender inequalities. This requires for example to address the disproportionate number of women working in the informal sector and women-owned enterprises who require extended rights and protection, improved business capacities rather than sole formalization. It requires to tackle specific issues impeding women's economic empowerment and professional opportunities (the need for gender-responsive infrastructures and basic services, protection against gender-based violence, the burden of unpaid care work on women, as well as reproductive health and rights, etc.).

Most importantly, it requires to address deep-rooted inequalities in decision-making structures who prevent women to be part of solutions which will adequately address their needs. Therefore, we will target women's organizations empowerment in social dialogue, collective bargaining, labour inspection mechanisms, including migrant women (ILO Co.97). Specific attention will be given to providing redress to women who were disproportionately affected by the Covid-19 pandemic.

- 9) Green jobs and decent work are important factors in the fight against **climate change**. Climate change is a transversal theme for the Belgian development cooperation and for the international Decent Work agenda. Certain production processes can have a negative impact on the environment and climate as well as on the well-being and health

of employees. Enabel recommends for the thematic portfolio social protection to climate-friendly activities by supporting the development of the green economy, the circular economy and short value chains.

- 10) **Digital for Development** – Closing the digital divide and digital solutions for a transparent and inclusive decent work agenda.

### 5.3 Operational recommendations

- 1) **Complementarity of the thematic portfolio to other Belgian bilateral portfolios.** We recommend develop the thematic portfolio Social Protection in line with other interventions building on existing activities and results whilst mainly adding new features in the area of social protection and decent work.

This will add another dimension to the existing programs in the region: (a) health projects in Rwanda, Uganda, DR Congo and Burundi, (b) skills and employment projects in Uganda, Burundi, DR Congo and Rwanda, (c) agriculture and rural development projects in Burundi, Rwanda and DR Congo, (d) PSD programs in Rwanda and Uganda.

There might be an opportunity to seek synergy with the thematic portfolio on Climate in the Sahel region (under preparation) as it will promote decent jobs as well.

- 2) The Belgian position concerning **Burundi** needs to be clarified for this initial phase of the thematic portfolio. Regional or soft activities can be considered, which will require funding through the other country specific agreements or through an implementation agreement with Enabel (and not through a specific agreement between Belgium and Burundi).

- 3) **Enabel recommends complementarity and synergy with other partners**

This concern in the first place with new program of **Belgian NGAs** (Joint strategic Framework (JSF) Decent Work – 2022-2026). The timing of both programming cycles allows for concrete complementarities. In this respect, the respective roles of civil society organisations and trade unions supporting their pairs on the one hand, and on the other hand, the role of Enabel in strengthening public actors in their regulatory role and in engaging with private sector, will enhance the quality of the social dialogue. Another important network is the Belgian network for Universal Social Protection 2030. Working in synergy with this important platform is crucial as many of these organisations have years of experiences in the targeted countries and hence unites a substantial amount of Belgian expertise.

Moreover, the thematic portfolio will establish linkages to **international initiatives** on social protection and decent work.

- Develop close synergy and active collaboration with the ILO (national, regional, international), especially for national legislative work and regional initiatives, as it has a global mandate in the area of decent work and is recognized for its expertise in social protection.
- Social Protection Interagency Cooperation Board (SPIAC-B). During the last board meeting, SPIAC-B members decided to jointly work on a global partnership on universal protection.



- 4) Extensive consultations with a large number of partners will ensure strong partnerships during the preparation and implementation of the portfolio. This inevitably takes time and will be a real challenge within this short timeframe (especially for the preparation of a new thematic strategy timelines are very tight). The advice is therefore to **keep the total number of partnerships manageable** to ensure efficiency is not at stake.
- 5) During the development of the thematic strategy and portfolio it will be key to set **realistic ambitions** provided the complex change processes, the request for tangible results and the limited timeframe.
- 6) All kind of **aid modalities** should be considered in the preparation of the thematic portfolio, except national execution and budget support for Uganda, Burundi and the DRC.

As mentioned elsewhere, this portfolio has the ambition to become a larger multi-donor program on social protection. During the preparation of the portfolio, the possibility that a part of the portfolio evolves into a (regional) basket fund for social protection will be integrated in the design.

With respect to the contractual instruments, grants (for entire or parts of interventions), tendering and partnerships with (Belgian/European) public actors through specific cooperation agreements are among the possibilities. Cooperation agreements with UN organisations (e.g. ILO) are possible as well, but on condition of a favourable feasibility analysis in an early stage: fit for purpose, overhead costs limits, reporting and audit requirements.

All kind of development actors (national/regional public actors, membership organisations, private sector...) should be included in the future thematic program, as far as they comply with international standards of corporate social responsibility, good governance and sustainable development

- 7) This thematic portfolio presents an **opportunity to strengthen synergy with members of the Belgian JSF Decent Work** (with activities in DR Congo, Rwanda and Burundi). The focus should be on complementarity and mutual strengthening, depending on the opportunities and based on a fit for purpose assessment co-creation and joint implementation will be explored within the limits of the legal framework related to the delegation of activities and results.

## 6 Annexes

### 6.1 Annex 1 – Mapping of experience of Enabel in decent work (situation of 9 March 2021)

Enabel gained a lot of experience in the field of Decent Work, in the framework of Belgian bilateral programmes or with other funding partners.

The matrix below shows concrete actions under each pillar of the decent work framework as described by ILO and the Belgian Decent Work Coordination Platform (DWCP). The guidelines developed in 2019 offer a good narrative to the concrete activities that are implemented by Enabel under each pillar. The 4 pillars of decent work are:

- **Pillar 1: Creating decent and productive jobs** – Contributing to the employability of economically active groups with attention being given to labour rights and environmental and social sustainability. In doing so, raising awareness among entrepreneurs and workers, and equipping the latter with knowledge to realize the enforcement and extension of their rights. PSD interventions aim to support inclusive growth and decent job creation as a strategy to fight social and economic inequalities.
- **Pillar 2: Guaranteeing rights at work** – Applying and mainstreaming national labour legislation to protect workers' rights including written contracts, decent wages, safe and healthy conditions, etc. and rights to strike/participate in campaigns to defend their rights. Promoting non-discrimination in the workplace, including recruitment. TVET interventions work on equal access to work and promote labour rights and the formalisation of the informal sector.
- **Pillar 3: Promoting social protection** – Applying and mainstreaming national labour legislation in relation to workers' social protection: pension, health, maternity leave, rest, etc. In addition, raising awareness among workers and equipping them with knowledge to realize the enforcement and extension of their rights. Health interventions have a strong focus on access to health insurance for all.
- **Pillar 4: Reinforcing social dialogue** – On the employers' side, promoting respect of bargaining rights of employees at their request. On the employees' side, encouraging them to participate in citizen dialogue and to join a trade union to realize the protection and extension of their



rights to social protection. Enabel promotes social dialogue between employers and other players, for instance in TVET intervention where tripartism is the rule to identify training needs.

**Gender** and **Climate** are cross-cutting issues in Enabel's approach to Decent Work. More recently, Enabel also added a transversal focus with digital opportunities to promote decent work agenda. Where relevant, the matrix below highlights main achievements in those cross-cutting themes as well.

The matrix is an ongoing process and will continue to evolve regularly during the formulation of the Thematic Portfolio. The objective for now is to build on Enabel's experience and added value to define the strategy and share its vision with other actors in this field. It will serve during the consultations with Belgian and international actors as well as in the dialogue with partner countries.

## PILLAR 1 : Creating decent and productive jobs

The creation of productive jobs, with an income sufficient to cover family needs, that comply with labour rights, as defined by ILO conventions and recommendations, as well as national labour laws and regulations.



**RWA**

- Agriculture programs for small holder farmers (BE)
- Urbanisation & sustainable construction (BE) with training and employment component.
- Support to MSME's through Local Competitiveness Facility (BE – under previous programming)

Increasing competitiveness by formalization of company structure, accounting system, labour contracts, and by connection to local value chains and markets.



**GIN**

- Creative economy (EU)
- Integra & Sanita (EU)
- Entrepreneurship programme incl. women entrepreneurship project (BE)

Strategic principle of the bilateral portfolio = Human rights based approach and inclusivity (with a special focus on women and youth), integration of decent work principles ...). EU projects with a component of cash for work.



**BEN**

- Entrepreneuriat (BE) : job creation in the agricultural value chains.
- Digiboost (EU) promoting digital entrepreneurship to create new job opportunities for youth and women.



**UGA**

Practical skills training programs: focus on employability & (self)employment, and increased income for young people & vulnerable groups (BE, EU, IRE & GIZ)



**BDI**

- PAIOSA (BE) Local population benefitted from 1,8 millions days of paid work (HIMO) meaning >3,4M€ cash transfers.
- TVET intervention (ACFTP)

**MOR**

Amuddu (BE), MBI (EU), PALIM (BE), THAMM (EU), PAGIE (BE), Saffran-Dates (BE)

Focusing on economic integration and skills matching of migrant persons with market needs. Improvement of revenue thanks to increased quality and commercialization



**TUN**

THAMM (EU)

Focusing on economic integration and skills matching of migrant persons with market needs.



**RDC**

- Kinemploi: economic integration of young people in decent jobs (BE)
  - Vocational training and job insertion programs (EDUKOR, EDUKAT, EDUMOSU, EDUT) (BE)
  - GODICA (EU)
  - PRODAKOR (BE)
- Activities around Job placement & internships and Continuous VET / LLL (CVET).



**BKF**

- Entrepreneurship programme (BE)
- Access to economic opportunities for displaced persons (BE – new intervention to come)

Job creation as a main indicator of bilateral the portfolio.



**SEN**

- Pillar 1 Bilateral Program: creation of formal jobs in the industrial sector (BE)
- PARERBA: formalization of micro-enterprises (EU)
- PEM: transfer of knowledge between entrepreneurs in Belgium and Senegal (EU)
- Digital transformation of MSMEs (EU)

## PILLAR 1 (continued): Creating decent and productive job



**MLI**

AREPK, Koulikouro (BE), value chains milk and meat ;  
PRODEFA (BE) fish : job creation



**NER**

Durazinder, (UE) ; PRADEL, (BE)

Cash for work , women entrepreneurship, job creation



**GMB**

Cash for work (EU)

### Transversal - CLIMATE

Promoting development of green economy (jobs),  
including access to it for displaced persons (PSE, JOR,  
GIN, SEN, BKF, UGA).



**PSE**

- SAWA (EU) – promoting innovations and job in the green economy in Gaza
- SYP: Skilled Young Palestinians (BE)

Enhancing resilience of microenterprises, youth, job creation and sustainable livelihood opportunities. Green economy is targeted.

### Transversal- GENDER

Promoting women entrepreneurship, women-led initiatives and equal access to skills development (GIN, MOR, SEN, BEN, NER, BKF, UGA).

Improvement of living conditions for mining communities including subsidies to local NGO for promotion of women entrepreneurship (CAR).



**GNB**

RESET (EU): job creation in tourism, fishery and horticulture

### Transversal - DIGITAL

- Promoting development of digital skills, digital entrepreneurship and digital transformation. (Wehubit, SEN, BEN, MOR).
- E-learning for TVET (BDI, RDC, RWA)

## PILLAR 2 : Guaranteeing Rights at work

The implementation and extension of labour rights as defined by ILO conventions and recommendations as well as national labour laws and regulations



**RWA**

Training of domestic workers - VET Toolbox (EU)

Promoting respect of formal labour laws. In all support programs to private sector, respect of formal labor laws is a condition. Enabel and NIRDA (Rwandan government counterpart) also interact with local labour organisations.



**UGA**

- Occupational health and safety training in TVET interventions.
- Labour conditions and rights in work based learning programs
- Labour rights for refugees and IDPs



**RDC**

- Training of domestic workers - VET Toolbox (EU)
- EDUKAT (BE)

Occupational health and safety training in TVET interventions. Labour conditions and rights in work based learning programs.



**BDI**

- International conference on "HIMO and decent work."
- Occupational health and safety training in TVET interventions.



**SEN**

Pillar 1 PB & Pillar 3 PB (BE)

Integration of labor inspection and collective bargaining services into the governance systems of industrial parks. Training management personnel in gender equality and protection of women in the workplace.



**BKF**

Entrepreneurship (BE): Use of ANPE's professional integration package for internally displaced persons



**MOR**

- Amuddu (BE): cooperation with EntreAide National
- THAMM (EU): partnership with OIM and OIT; empowering migrant persons in terms of legal access to work.

### Transversal - GENDER

Access to socio-economic opportunities for displaced women: integration in food processing industry, including in rural organisations (BKF).

## PILLAR 3 : Promoting social protection

The application and extension of the right to social protection for all workers.



**RWA**

- VET Toolbox (EU) on domestic workers
- Health program on access to quality health for all (BE).
- (BE) Private sector support in value chains : due diligence of MSMEs with specific focus to safety regulations at work.
- (BE) Updating the list of occupational diseases' and 'Designing of disability scale' a consultancy that was done by SPF Securite Sociale /BELINCOSOC in partnership with a national consultant



**BDI**

Health insurance (BE)



**NER**

Health insurance (BE)



**MAU**

Health insurance (EU)



**BEN**

Health interventions (BE)



**UGA**

- Health intervention (BE; USAID) at systemic level to improve quality of service delivery and increase access to quality health care, with special attention to vulnerable groups.
- Health and safety at work training



**SEN**

Pillar 1 PB & Pillar 2 PB (BE), PARERBA (EU), PARSIEC-IDBIOMET (EU)

Subsidies for access to health insurance + facilitation of access to civil status for economic operators and workers in the food-processing sector.



**GIN**

Health insurance, hygiene, health & safety at work.(EU)



**RDC**

- Health insurance (BE)



**PSE**

SYP (BE), SAWA (EU)

Collaboration with ILO on decent work / OHS (training under preparation).



**MOZ**

Health interventions (BE)

### Transversal GENDER

She decides (BE) - BEN BKF SEN GIN DRC NER - integration of gender within all programmes on SRHR to enhance women's effective access to inclusive and gender-responsive services and the exercise of their rights to protection.

### Transversal DIGITAL

- Pay-as-you-go for access to water (RDC)
- Digital information systems to increase access to renewable energy (MOZ)
- E-Health (BUR-UGA-NIG-BEN-RDC-MOZ-SEN)

## PILLAR 4 : Reinforcing social dialogue

All negotiations and conflict settlement between workers and employers at local, regional, company and sectoral levels, at tripartite national level (with government involvement) and at global level (within the ILO). Social dialogue is an instrument for the defence and extension of workers' rights (including the right to social protection). By social dialogue, only trade unions are mandated to represent workers in collective bargaining at company, sectoral, tripartite national and tripartite global levels.



**RWA**

New ministerial order of January 2020 foresees obligation for all private sector companies with 10 or more employees to organise elections for workers representatives and to organise the social dialogue at company level



**UGA**

- Green UP (EU): dialogue with employer organisations & private sector federations
- Sector skills councils (BE, EU, IRL) & tripartite Skills development Fund



**RDC**

- Dialogue and co-creation with employer federations in skills & employment programs
- Joint management of training center



**BDI**

Dialogue and co-creation with employer federations in skills & employment programs



**MOR**

THAMM (EU)

Cooperation work with ILO to contribute to the structuration of social dialogue on work mobility and decent work.



**SEN**

- Pillar 1 PB (BE): promoting employer-employee dialogue through the Agence Nationale pour l'Emploi des Jeunes, collaboration with ILO
- Pillar 3 PB (BE): training managers in unionized organisations.



**TUN**

THAMM (EU)

Cooperation work with ILO to contribute to the structuration of social dialogue on work mobility and decent work.



**GNB**

RESET (EU) roadmap relaunch TVET (institutional support & private sector involvement)



**BKF**

- Health interventions
- Access to basic health services + portability of right to formal training for internally displaced persons



**PSE**

- (BE/EU) Tripartite Skills Development Fund
- (BE/EU) Work based learning with Private Sector organisation



**CAR**

(UE) promoting dialogue on the participation of women in decision-making mechanisms.

**CLIMATE**

Green Innovation Hub (SEN): focus on inclusion of youth, multi-stakeholder approach

**GENDER**

- Inclusion of women groups in social dialogues; cross-cutting attention to women leadership and political participation (UGA)
- EQUITE (BEN-AFD): reducing gender inequality by reinforcing capacities, parity in targets...

## 6.2 Annex 2 – Success stories from TDC in the Great Lakes region

### Coffee from the Great Lakes region

With plenty of sun and fertile soil, the Great Lakes region offers ideal conditions to grow high-quality coffee. In Uganda, Rwanda, Burundi, Tanzania and the DR Congo, the Trade for Development Centre supports several coffee cooperatives that allow farmers to make the most of this potential and to benefit from it. The cooperatives supported by the TDC in this region now export coffee to 7 Belgian businesses, including some major importers: Efico, Supremo, Coffee team, 32aCup, RIVS, Briz and Oxfam-Wereldwinkels.

Over the past two decades, South-Kivu suffered extreme violence. Many coffee growers were forced to abandon their fields and risked their lives in attempts to cross Lake Kivu to sell their coffee in Rwanda. Soils are depleted and coffee plants grow old. However, an exceptional success story occurred here. The TDC financed the SOPACDI cooperative (created in 2013 with 2,000 members) via two projects to help them with sustainable coffee. This included training sessions on shade cultivation, natural pesticides and own compost in the fight against erosion and to revive the coffee culture. This led to fair trade and organic certification of their coffee. By 2015 the organisation had grown to 7,000 members, including 2,050 women. The 4,000 beneficiaries of the TDC project saw sales figures increase with 32 % and benefited from a rise in revenue of 98% between 2014 and 2016. In 2017, SOPACDI won the Small Producers' Pride coffee award.

In 2014, the TDC produced a **documentary about fair trade coffee from the Kivu region** for TV5 Monde. We visited three coffee cooperatives that received support from us: one in Rwanda and two in DR Congo. [Watch the documentary](#)

*“The export of coffee created jobs and generated revenue, and consequently brought hope. The best evidence? Former soldiers and rebels hand in their weapons in exchange for coffee trees.”* Joachim Mungana, president of SOPACDI

In **Burundi**, coffee is the prime source of income for almost 750,000 families. Privatisation of the coffee sector forced farmers to get organised and build their own processing entities to keep the added value in the value chain of their own country. This is what COCOCA, the consortium of coffee growers' cooperatives, aimed to achieve with the help of the TDC. COCOCA has 33 coffee cooperatives among its members and thus represents 29,491 coffee growers. The organisation is fair trade certified, as are 17 of its members. Three years ago they were just with 3. In 2014, COCOCA sold four containers of fair-trade coffee, three years later it had already sold 21. One of these certified organisations is *Dusangirijambo*. With the support of the TDC, 400 farmers of this cooperative were trained in mainly technical aspects and in the principles of organic agriculture. Now they produce higher quality organic coffee and get a better price. In addition, their production increased with 722% between 2014 and 2017!

The **Rwandan** and **Ugandan** coffee cooperatives that received support of the TDC can now sell their coffee as specialty coffee which fetches a much better price on the market. In Rwanda, average sales prices increased with 27.4 %, in Uganda they increased with no less than 39.45%.

*CECOFA* is a coffee cooperative located at the shores of Lake Victoria in Uganda. The cooperative has 3,182 members and is very well-organised. However, the organisation faces one big problem, its dependence on two major exporters and limited knowledge of the market. That is why *CECOFA* was selected for the full coaching path offered by the TDC. The budget was invested in a new logo, business cards, flyers, a website, etc. to present themselves to potential clients. *CECOFA* participated in two trade fairs. And successfully so: *CECOFA* sales increased with 353% between 2014 and 2017, or an increase in revenue of almost 70% for the 3,664 coffee growers.

### **TDC and cooperatives join forces to fight sexual violence**

Over the past two decades, many women have been victims of sexual violence in Eastern Congo. Often, they fail to look for help for fear of being ostracised by their community.

That is why the TDC and *SOPACDI* joined forces: resources were made available to assist 30 member women. Soon, that number had to be increased to 132. Why? Because the cooperative was so close to them, there was sufficient trust for the women to come out with their story and accept assistance. By raising awareness and through education, the men and women of the cooperative adopted a different mindset. Victims were reintegrated in the community and were able to pursue economic activities. This boosted the women's confidence but it also was good for the cooperative and community.

Enabel presented the project's results at the 10th European Congress on Tropical Medicine and International Health held in Antwerp from 16 to 20 October 2017.