



Republic of Zambia

NATIONAL EMPLOYMENT AND LABOUR MARKET POLICY

“Realizing National Vision 2030 through Inclusive Growth.”

Ministry of Labour and Social Security, August 2018

TABLE OF CONTENTS

FOREWORD	1
ACKNOWLEDGEMENT.....	2
WORKING DEFINITIONS	3
ACRONYMS	5
CHAPTER 1: INTRODUCTION	8
CHAPTER 2: SITUATION ANALYSIS	9
CHAPTER 3: VISION, RATIONALE AND GUIDING PRINCIPLES	13
3.1 VISION	13
3.2 RATIONALE	13
3.3 GUIDING PRINCIPLES	13
CHAPTER 4: POLICY OBJECTIVES AND MEASURES	15
4.1 GENERAL OBJECTIVE.....	15
4.2 SPECIFIC OBJECTIVES.....	15
4.2.1 POLICY OBJECTIVES AND MEASURES	16
CHAPTER 5: IMPLEMENTATION FRAMEWORK.....	19
5.1 INSTITUTIONAL ARRANGEMENTS	19
5.2 LEGAL FRAMEWORK.....	23
5.3 RESOURCE MOBILISATION AND FINANCING	23
5.4 MONITORING AND EVALUATION	24

FOREWORD

Since independence, Government has put in place several initiatives to create employment. One of the initiatives was the formulation of the National Employment and Labour Market Policy in 2004. The overall objective of the policy was to “**create adequate and quality jobs under conditions that ensure adequate income and protection of workers’ basic rights**”. This objective is still relevant today.

The Zambian economy has recorded an annual GDP growth rate averaging six percent for a sustained period of over ten years. However, this growth did not translate into commensurate employment creation. It has become widely accepted that the link between economic growth and employment is not automatic.

Government is aware that productive and decent employment plays a critical role in translating economic growth into reduced poverty and inequality. Therefore, employment creation is one of the national central goals as envisioned in the Vision 2030 and Seventh National Development Plan through which the Government aspires to deliver a prosperous middle-income economy that offers decent employment opportunities for all Zambians by harnessing opportunities for economic diversification and growth targeting four key growth sectors namely; Agriculture, Manufacturing, Mining and Tourism. Further, Government in collaboration with International Labour Organisation (ILO) developed the Zambia Decent Work Country Programme (ZDWCP). One of the key outputs of the ZDWCP was the revision of the National Employment and Labour Market Policy.

I am confident that the coordinated efforts by all Government institutions, Social Partners, Co-operating Partners and Non- Governmental Organisation will contribute to the effective implementation of the policy.

Hon. Joyce Nonde-Simukoko, MP

MINISTER OF LABOUR AND SOCIAL SECURITY

ACKNOWLEDGEMENT

I wish to acknowledge the support and contributions of all individuals and agencies to the production of this policy document. Special gratitude goes to the International Labour Organization (ILO) Office in Lusaka for both financial and technical support towards the development of this policy.

I would also like to recognize the contributions of our social partners, particularly, the Zambia Congress of Trade Unions (ZCTU) and the Zambia Federation of Employers (ZFE). I further wish to acknowledge the role played by the Policy Makers, Ministry of Labour and Social Security staff, the Policy Analysis and Co-ordination Division (PAC) under Cabinet Office, Line Ministries, their Statutory Bodies and other organisations and individuals whose contributions helped in shaping this Policy.

Going by the level of stakeholder consultations that were associated with the preparation of this Policy, it is my sincere hope that this Policy will steer the Labour Market in the right direction.

Barnaby B. Mulenga

Permanent Secretary

MINISTRY OF LABOUR AND SOCIAL SECURITY

WORKING DEFINITIONS

Casualization: According to the Employment (Amendment) Act of 2015, casualization means the employment of a person under a contract of service for work which is permanent in nature under terms and conditions of employment of a casual employee.

Clean Development Mechanism (CDM): The Clean Development Mechanism is one of the key components of the Kyoto Protocol of the United Nations Framework Convention on Climate Change (UNFCCC) that seeks to combat climate change through a reduction of Green House Gas (GHG) emissions.

Collective Bargaining: Is a process of negotiation between employers and a group of employees aimed at agreements to regulate working salaries, working conditions, benefits, and other aspects of workers' compensation and rights.

Decent Work: According to ILO, decent work involves opportunities for productive work, respect for fundamental principles and rights at work, social protection and social dialogue.

Employment Rate: It is the percentage of the working age population (15-64 years) who are in employment.

Formal Employment: Is the type of employment where employees are entitled to paid leave in addition to having an entitlement to social security coverage, or any other such entitlement.

Formal Sector Employment: Is the employment, whether formal or informal, in a registered enterprise.

Formal sector: Refers to all enterprises that are registered with a tax authority and/or a licensing authority such as ZRA, PACRA, Local authority, etc.

Fundamental Principles and Rights at Work: These are principles and rights associated with freedom of association and the effective recognition of the right to collective bargaining, the elimination of forced or compulsory labour, the abolition of child labour and the elimination of discrimination in respect of employment and occupation.

Inclusive Growth: Inclusive growth is expansion of national economies while ensuring that the growth benefits the most vulnerable people in society. The “equality of opportunity” and “participation in growth by all” with a special focus on the working poor and the unemployed are the very basis of inclusive growth.

Informal Employment: Is the type of employment which is characterized by the lack of an entitlement to annual paid leave and absence of social security entitlement. This type of employment could be found in both the formal sector and informal sector enterprises.

Informal Sector: Refers to all enterprises that are not registered with a tax authority and/or a licensing authority such as ZRA, PACRA, Local authority, etc.

Labour Administration: Are public administration activities in the field of national labour policy.

Labour Force (“economically active population”): This refers to all persons above a specified minimum age who were either employed or unemployed at the time of the survey. For the purposes of the Zambia Labour Force Surveys, the minimum age used is 15 years.

Labour Force Participation Rate: Is the ratio of the economically active population to the working age population expressed as a percent.

Labour Market Information (LMI): Is the information needed by individuals and organizations to make informed decisions about the labour market such as data about the supply of and demand for labour within the labour market.

Labour Market Information System (LMIS): Is the framework for collection, analysis and dissemination of all information pertaining to labour market institutions, individuals, policies and regulations.

Labour Migration: Is the movement of people from one area to another for the purpose of employment.

Labour productivity: Is defined as output per unit of labour.

Productivity: Is an average measure of the efficiency of production. It can be expressed as the ratio of output to inputs used in the production process, i.e. output per unit of input.

Pro-Employment Budgeting: Is the integration of employment at all stages of the budget cycle to support achievement of employment targets and operationalisation of employment policies.

Skills Mismatch: refers to various types of imbalances between skills offered and skills needed in the world of work.

Social Dialogue: Is defined by the ILO to include all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy.

Social Security: According to the ILO, Social security is the protection that a society provides to individuals and households to ensure access to health care and to guarantee income security, particularly in cases of old age, unemployment, sickness, invalidity, work injury, maternity or loss of a breadwinner.

Unemployed Population: Refers to all persons in the labour force who are completely jobless. Other attributes of unemployed population in addition to being jobless are that one is available for work and is actively looking for work.

Unemployment Rate: Is the ratio of the unemployed population to the labour force expressed as a percentage.

Working Poverty: Refers to the proportion of employed persons who live in households below the poverty line.

Youth Unemployment: Youth unemployment relates to the share of the labour force aged 15 to 35 years without work but available for and seeking employment the unemployment of persons aged between 15 and 35 years.

ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
BOZ	Bank of Zambia
CDM	Clean Development Mechanism
CEEC	Citizen Economic Empowerment Commission
CFTUZ	Confederation of Free Trade Unions of Zambia
CO	Cabinet Office
COMESA	Common Market for Eastern and Southern Africa
CSO	Central Statistical Office
CSOs	Civil Society Organizations
DDCC	District Development Coordinating Committee
GDP	Gross Domestic Product
GHG	Green House Gases
GRZ	Government of the Republic of Zambia
HIV	Human Immunodeficiency Virus
ICT	Information and communication technologies
IJCS	Industrialization and Job Creation Strategy
ILO	International Labour Organization
LCMS	Living Conditions Monitoring Survey
LFS	Labour Force Survey
LMI	Labour Market Information
LMIS	Labour Market Information System
M&E	Monitoring and Evaluation
MCTI	Ministry of Commerce, Trade and Industry
MDD	Management Development Division – Cabinet Office
MDGs	Millennium Development Goals
MEWD	Ministry of Energy and Water Development
MFA	Ministry of Foreign Affairs
MHA	Ministry of Home Affairs
MLGH	Ministry of Local Government and Housing
MLNREP	Ministry of Lands, Natural Resources and Environmental Protection
MLSS	Ministry of Labour and Social Security
MMMD	Ministry of Mines and Minerals Development
MNDP	Ministry of National Development Planning
MoA	Ministry of Agriculture
MoCTA	Ministry of Chiefs and Traditional Affairs
MoF	Ministry of Finance
MoFL	Ministry of Fisheries and Livestock

MoG	Ministry of Gender
MoGE	Ministry of General Education
MoH	Ministry of Health
MoHE	Ministry of Higher Education
MoJ	Ministry of Justice
MSMEs	Micro, Small and Medium Enterprises
MTA	Ministry of Tourism and Arts
MTC	Ministry of Transport and Communications
MTEF	Medium Term Expenditure Framework
MWS	Ministry of Works and Supply
MYS	Ministry of Youths and Sports
NAC	National HIV/AIDS/TB Council
NAPSA	National Pension Scheme Authority
NCC	National Construction Council
NDCC	National Development Coordinating Committee
NEC	National Employment Council
NELMP	National Employment and Labour Market Policy (2005)
NEPC	National Employment Policy Coordinating Committee
NGOs	Non-Governmental Organizations
OSH	Occupational Safety and Health
PACRA	Patents and Company Registration Agency
PDCC	Provincial Development Coordinating Committee
PEES	Public Employment Exchange Services
PPP	Public-Private Partnerships
PSMD	Public Service Management Division, Cabinet Office
PWDs	Persons with disabilities
R-NELMP	Revised National Employment and Labour Market Policy (2016)
R-SNDP	Revised Sixth National Development Plan
SADC	Southern Africa Development Community
SC	Secretary to Cabinet, Cabinet Office
SMEs	Small and Medium Enterprises
ST	Secretary to Treasury, Ministry of Finance
TCLC	Tripartite Consultative Labour Council
TEVETA	Technical, Vocational and Entrepreneurial Training Authority
TVET	Technical, vocational and entrepreneurial training
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework on Climate Change
VAT	Value-added tax
ZARI	Zambia Agricultural Research Institute, Ministry of Agriculture
ZCD	Zambia Council for the Disabled
ZCTU	Zambia Congress of Trade Unions
ZDA	Zambia Development Agency

ZDWCP	Zambia Decent Work Country Program
ZEMA	Zambia Environmental Protection Management Authority
ZFE	Zambia Federation of Employers
ZLDC	Zambia Law Development Commission
ZMW	Rebased Zambian Kwacha
ZNFU	Zambia National Farmers' Union
ZRA	Zambia Revenue Authority

CHAPTER 1: INTRODUCTION

The formulation of the 2018 National Employment and Labour Market Policy (NELMP) is premised on the need for Government to facilitate creation of more and better jobs under conditions that ensure adequate income, and respect for fundamental principles and rights at work. Further, the Policy was designed to address key emerging issues in the labour market and to ensure its alignment to the Seventh National Development Plan (7NDP) and the Vision 2030. One of the outcomes of the 7NDP is ensuring enhanced decent job opportunities in the Zambian economy. The NELMP will, among other policies, provide an enabling policy environment for mainstreaming gender, disability, climate change and national values and principles in the employment and labour sector.

In order to ensure its responsiveness to the needs of the labour market, the formulation of the Policy was highly consultative and involved the participation of the Social Partners, Government Ministries and Agencies, Cooperating Partners and Civil Society Organisations. Upon production of the draft document, a national stakeholders' meeting to validate the Policy was held to finalise the document.

The Policy document is divided into Five (5) Chapters. Chapter Two (2) covers an analysis of the recent developments and key challenges in the labour market. Chapter Three (3) outlines the vision to which the sector aspires, the justification for coming up with the new Policy and the values that will guide the implementation of the Policy. In Chapter four (4) the policy lays out the objectives and measures to address the identified challenges. Lastly, Chapter five (5) describes the required institutional, legal, resource mobilisation and Monitoring and Evaluation mechanisms to operationalise the Policy.

CHAPTER 2: SITUATION ANALYSIS

In the last two decades, Zambia has experienced exceptionally high rates of economic growth averaging 6 percent per annum. Despite the relatively impressive economic performance, the Zambian economy has not been able to create sufficient productive and gainful employment opportunities to the rapidly growing labour force. One of the reasons for the low employment creating capacity of the economy is the failure to diversify the economy away from copper mining.

The Government of the Republic of Zambia (GRZ) remains committed to the goal of reducing poverty through people-centred economic growth and development as stated in the Sustainable Development Goals (SDGs). In addition, the Seventh National Development Plan (7NDP) has put emphasis on job creation as one of the pillars to achieve inclusive growth. This Policy will, therefore, complement the Seventh National Development Plan and other Policies or strategies that are aimed at promoting the creation of decent jobs in Zambia. It provides the overarching Policy framework towards the achievement of full, productive and freely chosen employment for all. It is the foundation on which human resource capabilities will be strengthened, sustainable enterprises expanded and decent employment opportunities created. It will, thus, significantly contribute to Zambia's quest to become a prosperous middle-income country by the year 2030.

The realization of the vision of inclusive growth through employment creation is dependent on the implementation of appropriate institutional and fiscal management reforms as well as strengthening general Public Service delivery mechanisms. This will require concerted efforts from various stakeholders and improved intra- and inter-institutional collaboration in order to sufficiently address the challenges highlighted below.

According to the Living Conditions Monitoring Survey of 2015, poverty in Zambia is still pervasive with 54.4 percent of the population being poor. In addition, extreme poverty was estimated at 40.8 percent of the total population. Further, poverty is more prevalent in rural areas, with rural poverty at 76.6 percent compared to 23.4 percent in urban areas. The breakdown of poverty by employment category shows that the poor and extremely poor are predominantly found in agriculture, unpaid family work and in self-employment. On the contrary, poverty levels are lowest amongst paid employees who are mainly found in urban areas.

The failure by the economy to create sufficient productive job opportunities has constrained the country's capacity to reduce the incidence of poverty. Further, in cases where people are employed, the large decent work deficits contributed to Zambia's failure to achieve the poverty-related Millennium Development Goals (MDGs).

The Labour Force Surveys conducted so far have revealed that some progress has been made in creating formal sector jobs, although some challenges have persisted. In 2017, the share of formal sector employment to total employment was recorded at 45.7 percent. In addition, the share of informal sector and Household sector employment accounted for 31.0 percent and 23.3 percent, respectively. At national level, 65.4 percent of the total employed persons were working in the informal economy. The proportion of employed person working in the informal economy in rural areas was 76.1 percent and 58.2 percent in urban areas. Generally, the informal economy is characterized by lack of social security, paid leave, pension or gratuity and absence of workers' representation and social dialogue.

According to the 2010 Census of Population and Housing, 60.5 percent of the population were in the rural areas while 39.5 percent were in the urban areas of Zambia. Generally, because the rural areas are relatively underdeveloped, this exacerbates rural-urban migration. Specifically, the lack of productive job opportunities and low productivity and incomes from agricultural activities in rural areas is the main push factor for rural-urban migration.

While Productivity levels in the country are generally low, there is huge productivity differentials among different sectors. The productivity gap between agriculture and non-agricultural sectors are quite high. In the agricultural sector in which the majority of women are employed, there is very low productivity growth largely on account of rural-urban migration of labour into the urban informal economy.

In the finance, real estate, transport and communications sectors that have experienced some sizable productivity growth in the last decade, higher wages and incomes have accompanied the growth. Since these sectors are dominated by males whose wages were already above the average levels, these developments further accentuated the gender and income inequalities in the labour market. In other sectors such as manufacturing, commercial agriculture, and community, social and personal services, wage increases were much higher than respective productivity growth in those sectors thereby impacting negatively on growth and profitability.

The 2015 World Health Organization (WHO) report on disability estimates that 7.2 percent of the Zambian population have a disability with a higher proportion of the people with disabilities in rural areas. The rate of employment is lower among persons with disability compared to able bodied persons. The employment rate of persons with disabilities is estimated at 60 percent compared with 78 percent among able bodied persons.

Similar to other countries in the region, Zambia is still facing a challenge of higher levels of unemployment. According to the 2017 Labour Force Survey, the national unemployment rate was estimated at 41.2 percent. Higher unemployment levels were more prevalent in the rural parts of Zambia at 50.8 percent than in urban areas at 32.2 percent. Furthermore, youth unemployment rate was estimated at 48.6 percent at national level. One of the explanatory factors of high youth unemployment is the mismatch between skills demand by industry and supply by the tertiary and technical, vocational and entrepreneurial training systems.

Over a long period of time, the labour market has been faced with systematic challenges of inadequate capacity to undertake labour and occupational safety and health inspections. This has resulted in weak oversight by institutions mandated to enforce regulations and protect workers from decent work and occupational and safety related challenges. Additionally, the number of employees covered under collective bargaining arrangements is quite low. This is mainly due to the fact that the highest proportion of the labour force is employed in small enterprises in the informal economy while the Industrial and Labour Relations' Act exempts the formation of trade unions at establishments employing less than 25 workers.

With regard to social dialogue, there is particular concern from the Social Partners that the consultations and dialogue under the Tripartite Consultative Labour Council are neither inclusive nor transparent. Further, stakeholders' roles are not clearly defined and there are usually pro-longed delays on the part of Government in implementing resolutions arrived at in the Tripartite Consultative Labour Council.

In the recent past, the lack of quality and timely data has been identified as another key challenge facing the labour market. The absence of regular data collection and reporting on Key Indicators of the Labour Market (KILM) due to financial and systematic challenges, makes it difficult to monitor the impact of various strategies adopted to promote employment creation and decent work. For instance, the lack of and/or the gaps in information on availability of different skills, job openings, workers' compensation, conditions of service, labour laws and

regulations and characteristics of the labour force renders decision making difficult for prospective employees, employers and Policy Makers.

Over and above, the resultant disconnect between strong economic growth and job creation particularly in the formal sector as witnessed over the last 16 years in Zambia shows that macroeconomic stability is not by itself a sufficient condition for inclusive growth. Therefore, labour market reforms, active labour market policies and industrial policies that resolve specific binding constraints in individual sectors are critical ingredients of a multi-pronged policy framework to strengthen the economy's employment creation capacity. This calls for a Labour Policy framework that would provide the missing link and transform the strong economic growth into decent and gainful employment opportunities through harnessing creativity and innovation in the labour market.

CHAPTER 3: VISION, RATIONALE AND GUIDING PRINCIPLES

3.1 VISION

A nation with decent and productive employment opportunities for all.

3.2 RATIONALE

The government has identified the need to formulate the 2018 National Employment and Labour Market Policy by building upon the successes and challenges identified in the implementation of the 2005 National Employment and Labour Market Policy. The Policy will provide an appropriate and evidence based response measures to the challenge of unemployment facing the Zambian economy. It will also provide measures to progressively formalise the informal sector and employment, enhance national productivity, promote respect for fundamental principles and rights at work, and strengthen the labour administration and labour market information systems. Upon their achievement, all these objectives will contribute to inclusive growth and poverty reduction in Zambia.

Further, it will provide a platform for an inclusive labour market through integration of the youth, women, rural communities and persons with disabilities into productive job opportunities in Zambia. Furthermore, the Policy will guide the nation towards the attainment of employment and labour objectives at sub-regional, regional and international levels as outlined in the Seventh National Development Plan.

3.3 GUIDING PRINCIPLES

Implementation of the Policy will be guided by the following principles:

Patriotism and National Unity:

To Ensure effective implementation of the Zambianization Policy by giving priority to the Zambian worker for jobs that require skills that are locally available.

Equity:

To ensure unbiased access to employment opportunities and decent work for all with a special focus on women, youth and persons with disabilities.

Social Justice:	To maintain impartiality in the administration and enforcement of labour and employment standards.
Equality and Non- Discrimination:	To ensure fairness of treatment with regards to employment opportunities, rewards and sanctions regardless of an individual's or institution's status.
Good Governance and Integrity:	To affirm high standards of morality, honesty, transparency and accountability in the administration employment and labour matters.
Leadership:	To enlist appropriate, visionary, efficient and effective support from others in the management of employment and labour programmes.
Partnerships:	To guarantee continuous review and strengthening cooperation with other institutions to advance mutual interests in the employment and labour sector.
Gender Sensitivity:	To uphold gender responsiveness in the design and implementation of employment and labour sector strategies and activities.
Quality Assurance and Control:	To adhere to regional and international employment and labour standards such as those under SADC, the African Union and ratified ILO Standards, in particular the Employment Policy Convention, 1964 (No. 122), and Recommendation (No. 122) among other relevant Conventions.

CHAPTER 4: POLICY OBJECTIVES AND MEASURES

4.1 GENERAL OBJECTIVE

The overall objective of the Policy is to support inclusive economic growth and development through promotion of gainful and decent work in all sectors of the economy.

4.2 SPECIFIC OBJECTIVES

The Specific Objectives for this Policy are to:

- (i) facilitate the creation of formal job opportunities especially in rural areas;
- (ii) promote the transition of informal jobs to formal ones;
- (iii) reduce under-employment especially in rural areas and among women, youth and persons with disabilities;
- (iv) increase participation of women, youths and persons with disabilities in the labour market;
- (v) establish an effective and efficient labour administration system;
- (vi) strengthen the labour market information system;
- (vii) enhance the social security system;
- (viii) promote productivity improvement in developmental strategies especially in the Agriculture, Manufacturing, Construction and Tourism sectors;
- (ix) promote social dialogue to achieve industrial harmony; and
- (x) ensure that cross cutting issues of climate change, disability, HIV and AIDs, and gender are mainstreamed into employment and labour sector programmes.

4.2.1 POLICY OBJECTIVES AND MEASURES

EMPLOYMENT

Objective 1: To facilitate the creation of formal job opportunities especially in the rural areas.

Policy Measures:

Government shall:

- (a) institutionalize pro-employment budgeting in annual sector programmes and budgets;
- (b) promote internships and apprenticeships to smoothen the transition from school to work experience;
- (c) adopt mechanisms aimed at increasing the supply of quality and relevant skills; and
- (d) enhance Public Employment Exchange Services.

Objective 2: To promote the transition of informal jobs to formal ones.

Policy Measures:

Government shall:

- (a) implement mechanisms to grow the SMEs sector especially in the rural areas;
- (b) implement mechanisms aimed at increasing the supply of quality and relevant skills to SMEs; and
- (c) increase awareness amongst employers and workers on decent work.

Objective 3: To reduce under-employment especially in rural areas and among women, youth and persons with disabilities.

Policy Measures:

Government shall:

- (a) design mechanisms to reduce dependency on seasonal agriculture;
- (b) implement mechanisms to increase non-farm employment opportunities in the rural areas; and
- (c) promote investment and productivity in labour intensive sectors.

Objective 4: To increase participation of women, youths and persons with disabilities in the labour market.

Policy Measures:

Government shall:

- (a) adopt mechanisms to improve opportunities for women, youth and Persons with disabilities to participate in the labour market; and
- (b) promote Social Security, Occupation Safety and Health and labour standards in women, youth and persons with disability owned enterprises.

LABOUR ADMINISTRATION

Objective 5: To establish an effective and efficient labour administration system in the country.

Policy Measures:

Government shall:

- (a) enhance enforcement of employment and labour laws, including Occupational Safety and Health regulations, in the country;
- (b) build the institutional and infrastructural capacity of labour offices across the country; and
- (c) Develop a holistic communication strategy to raise awareness among employers and employees of the existing labour regulations, rights and duties of employers and employees.

LABOUR MARKET INFORMATION

Objective 6: To strengthen the labour market information system.

Policy Measures:

Government shall:

- (a) establish a functional and robust LMI system within the MLSS; and
- (b) conduct regular employment and labour-related surveys.

SOCIAL SECURITY

Objective 7: To strengthen the Social Security system.

Policy Measures:

Government shall:

- (a) Promote Social Security programmes across the country; and
- (b) Review the Social Security system.

PRODUCTIVITY IMPROVEMENT

Objective 8: To promote productivity improvement in developmental strategies especially in the Agriculture, Manufacturing, Construction and Tourism sectors.

Policy Measures:

Government shall:

- (a) enhance the institutional and regulatory framework to effectively promote and co-ordinate national productivity; and
- (b) Improve productivity in selected sectors of the economy.

SOCIAL DIALOGUE

Objective 9: To promote social dialogue to achieve industrial harmony.

Policy Measures:

Government shall:

- (a) enhance social dialogue on employment and other socio-economic issues.

CROSS CUTTING ISSUES

Objective 10: To ensure that cross cutting issues of climate change, disability, HIV and AIDs, and gender are integrated into employment and labour sector programmes.

Policy Measures:

Government shall:

- (a) integrate climate change programmes into all job and employment creation initiatives;
- (b) integrate disability issues into employment and labour programmes;
- (c) integrate HIV and AIDS and overall wellbeing into employment and labour programmes;
- (d) mainstream gender and youths in all employment and labour programmes; and
- (e) Mainstream national values and principles in the employment and labour sector.

5.1 INSTITUTIONAL ARRANGEMENTS

Implementation of this Policy will be coordinated by the Ministry of Labour and Social Security which is mandated to formulate and coordinate implementation of employment and labour policies. In order to promote effectiveness and synergies, the Ministry will collaborate with its Social Partners, other Government Ministries and agencies, the Private Sector, Non-Governmental Organisations and Cooperating Partners.

To ensure seamless coordination, the National Employment Policy Coordinating Committee (NEPCC), to be chaired by the Permanent Secretary in the Ministry of Labour and Social Security, will be established. The Committee will take the overall responsibility for coordinating actual implementation and monitoring to ensure attainment of the objectives of this Policy. The decisions and recommendations made by the Committee in relation to the implementation of the Policy will be communicated to the National Development Coordinating Committee through the Cluster Advisory Group (CAG) under which the Ministry falls.

Other structures that will be involved in the implementation of the Policy include the Provincial Development Coordinating Committees (PDCC) and District Development Coordinating Committees (DDCC). This will enable all stakeholders including those at lower governance structures to fully participate in the implementation of the Policy.

The measures adopted in this Policy cut across institutional mandates of various Government Ministries, Agencies, Local Authorities, Non-Government Organisations and Cooperating Partners and hence the need to have clear demarcation of responsibilities and accountabilities. The following are the stakeholder institutions and their responsibilities in the implementation of the Policy measures:

INSTITUTION**RESPONSIBILITY**

Cabinet Office:	To provide overall oversight of Policy development, implementation and monitoring.
Ministry of National Development Planning:	To promote jobs and employment creation programmes by spearheading the diversification and transformation of the economy as well as coordinating the nationwide employment creating programmes.
Ministry of Agriculture:	To promote the rural development strategy that includes agriculture, agro-processing industries and related agri-business and non-agricultural activities that complement the agriculture sector.
Ministry of Chiefs and Traditional Affairs:	Working with traditional leaders on matters related to alienation of land for expanding productive economic activities and integrating the rural sector with the formal national economy.
Ministry of Commerce Trade and Industry :	Providing an enabling economic environment conducive for growth of the private sector and MSME through the development of relevant policies.
Ministry of Energy and Water Development:	Stimulating energy and water resources development that promotes infrastructure development in support of economic growth, poverty reduction and climate resilience.
Ministry of Finance:	Resource mobilisation and formulation of fiscal Policy to facilitate financial intermediation and participation in the formal economy by all citizens.
Ministry of Health:	Promotion of a healthy workforce in the country which is a precondition for socio-economic development and productivity improvement.

Ministry of Fisheries and Live-stock:	To encourage production and increase productivity of livestock and fisheries and related value chains.
Ministry of Foreign Affairs:	To promote efforts to maximize the development impact of migration and the resources of the Diaspora community.
Ministry of Gender:	To promote women empowerment, gender mainstreaming and gender advocacy programmes.
Ministry of General Education:	Providing access to quality and equity education at primary and secondary levels of education which gives core competences in order to improve the quality of the labour force.
Ministry of Higher Education:	To support demand responsive skills training efforts, improving research and development and technology adaptation especially among MSMEs.
Ministry of Home Affairs:	To facilitate and backstop security clearances with regard to migrant labour and work permit administration.
Ministry of Justice:	To provide support, advice and guidance on legislative reviews and law development matters especially as it relates to productive employment creation.
Ministry of Lands and Natural Resources:	To facilitate allocation of land for development as well as matters that relate to climate change.
Ministry of Local Government	To ensure adequate support to employment creation activities at local level and to ensure effective decentralization of government services such as the provision of business licenses and public services that are critical for inclusive growth at the local level.

Ministry of Mines and Minerals Development:	To facilitate creation of more employment opportunities in the Mining Sector through opening of new mines and recapitalisation and expansion of existing mines both large scale and small scale.
Ministry of Tourism and Arts:	Promoting tourism, hospitality and entertainment services related employment opportunities.
Ministry of Transport and Communication:	Promoting employment through improvements in all forms of transport in the country and build the capacity in the Information and Communications Technology (ITC) sector and overcome the digital divide.
Ministry of Works and Supply:	To promote employment intensive public works and infrastructure development to support pro-employment growth in all parts of the country.
Ministry of Youth and Sport:	To promote youth development and employment programmes.
Other Government institutions	To provide support/regulatory services in accordance with their statutory functions and areas of their respective competencies.
Tripartite Consultative Labour Council	To be the principal structure for revived and reformed social dialogue platform.
Cooperating partners	To provide financial, technical and other forms of support during the implementation of this Policy.
Private sector	To undertake investments that promote employment and be an integral partner in the implementation of various aspects of the Policy.
Non-Government Organizations	To support local initiatives and advocacy on employment and decent work issues as well as matters that relate to youths, gender, disability and Climate Change.

5.2 LEGAL FRAMEWORK

The Constitution of the Republic of Zambia, in Part III, the Bill of Rights, provides for protection of the rights of individuals in employment, self-employment and business. In addition, there are specific laws which provide the framework necessary to regulate the labour market.

The following are the main laws that have direct bearing on employment creation, women empowerment, disability and industrial relations:

- (a) Employment Act, Cap 268;
- (b) Industrial and Labour Relations Act, Cap 269;
- (c) Employment Act (Special Provisions) Act, Cap 270;
- (d) Employment of Young Persons and Children's Act, Cap 274;
- (e) Minimum Wages and Conditions of Employment Act, Cap 276;
- (f) National Pensions Scheme Authority Act, Number 40 of 1996;
- (g) Pension Scheme Regulations Act, No. 28 of 1996;
- (h) Factories Act, Cap 441;
- (i) Workers Compensation Act, Number 10 of 1999;
- (j) Zambia Occupational Health and Safety Act, of 2010;
- (k) Zambia Institute of Human Resource Management Act No. 11 of 1997;
- (l) Gender Equity and Equality Act, 2015; and
- (m) Persons with Disabilities Act, 2012.

With the amendment of the Republican Constitution in 2015, the adoption of the Seventh National Development Plan in 2017 and the review of the 2005 National Employment and Labour Market Policy, the Government will develop the necessary broad-based and comprehensive legal framework to support implementation of this Policy.

5.3 RESOURCE MOBILISATION AND FINANCING

In order to ensure effective implementation of the Policy, the Government will provide the resources to this end. The Government will also collaborate with cooperating partners willing to support implementation of this Policy. In particular, financial resources for implementation of strategies recommended in this Policy shall be mobilised from:-

- (a) The national budgetary;

- (b) Contributions from Social Partners;
- (c) Contributions and investments from the Private Sector; and
- (d) Contributions from multilateral and bilateral Cooperating Partners.

In addition to adopting pro-employment budgeting, Government will continue providing an enabling environment to reduce the cost of doing business in Zambia and spur investments especially in the rural areas.

Efforts will also be made to synchronise resource mobilization for the Policy and the Zambia Decent Work Country Programme. It is envisaged that the Ministry will advocate and lobby for enhanced technical and financial support from Government and Cooperating Partners to facilitate the effective implementation of the Policy.

5.4 MONITORING AND EVALUATION

To ensure that an appropriate feedback mechanism is imbedded in the implementation of this Policy, the Ministry will develop a robust Monitoring and Evaluation system. The system will be decentralised to all Provinces and Districts to ensure that timely and quality information on progress made in the implementation of this Policy is availed to the relevant Policy makers.

To this end, the Monitoring and Evaluation framework will contain indicators at outcome and output levels that effectively reflect the impact of the Policy. The full participation of the Social Partners in the planning, implementation and monitoring and evaluation of the process will be assured.

To enhance stakeholder engagement and sustainability of monitoring and evaluation activities, the Ministry will enhance the capacity of District and Provincial stakeholders to support conducting of regular monitoring and evaluation activities. The Ministry shall ensure that quarterly and/or annual reports are presented to Cabinet Office and other relevant institutions.