



MINISTRY OF LABOUR AND SOCIAL SECURITY

National Labour Migration Strategy 2024 – 2028



FOREWORD



It is an undeniable fact that labour migration is one of the drivers of socio-economic development for both countries of destination and origin. In recent years, labour migration has been recognised as a worldwide phenomenon requiring policy direction in order to develop harmonised rights-based and migrant-centred approaches. Labour migration contributes to socio-economic development of benefiting countries arising from skills and technological transfer, migrant remittances, increased productivity, diaspora investments, improved livelihoods and cultural diversity, among others.

Zambia is one of the countries of both destination and origin for labour migration. To this end, Zambia has ratified the International Labour Organisation (ILO) Conventions numbers 97 and 181 related to labour migration. These Conventions seek to strengthen the governance of labour migration. Effective governance of labour migration can enhance the flow of migrant workers thereby contribute to the growth of the economy in the country. However, labour migration faces several challenges, including unethical and unfair recruitment practices, exploitation of low-skilled and insecurely employed migrant workers, discrimination or harassment of migrant workers especially women. Therefore, effective governance is important in mitigating the challenges and maximising the benefits of labour migration.

This Strategy seeks to address challenges related to maximising the benefits and governance of labour migration and coordination of stakeholders. The Strategy also seeks to address challenges related to the management of labour migration data.

Government is committed to domesticate global, continental and regional commitments related to labour migration into national action to promote rights-based governance. In this vein, this Strategy is aligned to the Sustainable Development Goals (SDGs) and the Global Compact for Safe, Orderly and Regular Migration (GCM) as well as the Vision 2030 and the Eighth National Development Plan (8NDP).

In order to effectively implement this Strategy, there is need for collaboration and cooperation among all stakeholders. I, therefore, wish to implore all stakeholders to actively participate in the implementation of this Strategy.

Honourable Brenda Mwika Tambatamba, M.P

MINISTER OF LABOUR AND SOCIAL SECURITY

ACKNOWLEDGEMENT

The Ministry of Labour and Social Security expresses its appreciation and gratitude to all institutions and individuals who contributed in different ways towards the development of this National Labour Migration Strategy. The Ministry is particularly grateful to various line Ministries, the Policy Analysis and Coordination at Cabinet Office, Employers' and Workers' Organisations and Employment Agencies who worked tirelessly throughout the Strategy formulation process. It is our profound hope that this cooperation and collaboration will be extended to the implementation phase of this Strategy.

The Ministry is indebted for the financial and technical support it received from the International Organisation for Migration (IOM) and the International Labour Organisation (ILO). Their support was critical to the completion of the process.

A handwritten signature in black ink, appearing to read 'Z. Luhanga', with a stylized flourish at the end.

Zechariah Luhanga (FZIH RM)

Acting Permanent Secretary

MINISTRY OF LABOUR AND SOCIAL SECURITY

WORKING DEFINITIONS

Bilateral Labour Migration Agreements: Agreements concluded between two States, which are legally binding and are essentially concerned with inter-State cooperation on labour migration.

Circular migration: A form of migration in which people repeatedly move back and forth between two or more countries.

Diaspora: People who have dispersed or spread from their original country.

Ethical recruitment: Hiring workers lawfully and in a fair and transparent manner that respects and protects their rights.

Exploitation: An act of taking advantage of someone in violation of that person's human rights for one's own benefit.

Human trafficking: The recruitment, transportation, transfer, harbouring or receipt of persons for the purpose of exploitation.

Internal labour migration: Movement of persons within their own country of residence, for the purpose of employment.

Labour migration: Movement of persons from one country to another, or within their own country of residence, for the purpose of employment.

Low-skilled migrant worker: A migrant worker whose level of education, occupational experience, or qualifications make them eligible to practice a typically low skilled occupation only.

Migrant: A person who moves away from their usual place of residence, within a country or across an international border for a variety of reasons.

Migrant worker: A person who is to be engaged, is engaged or has been engaged in a remunerated activity in a country of which he or she is not a national.

Migration: The movement of persons away from their place of usual residence, either across an international border or within a State.

Migration cycle: Stages of the migration process encompassing departure from, in some cases transit through one or more country, immigration in the country of destination and return.

Migration governance: The traditions and institutions by which authority on migration, mobility and nationality are exercised.

Migration management: The planned approaches to the implementation and operationalisation of policy, legislative and administrative frameworks, developed by the institutions in charge of migration.

Remittances: Money or material resources transferred by migrants back to their country of origin.

Skilled migrant worker: A migrant worker who has the appropriate skill level and specialisation to carry out the tasks and duties of a given job.

Strategy: Herein referred to the National Labour Migration Strategy.

ACRONYMS

8NDP	-	Eighth National Development Plan
ACQF	-	Africa Continental Qualifications Framework
AfCFTA	-	Africa Continental Free Trade Agreement
AU	-	African Union
BLMA	-	Bilateral Labour Migration Agreement
COMESA	-	Common Market for Eastern and Southern Africa
FMP	-	Free Movement Protocol
GCM	-	Global Compact for Safe, Orderly and Regular Migration
ILO	-	International Labour Organisation
IOM	-	International Organisation for Migration
LFS	-	Labour Force Survey
LMIS	-	Labour Market Information System
MoU	-	Memorandum of Understanding
NQF	-	National Qualifications Framework
POCs	-	Persons of Concern
RECs	-	Regional Economic Communities
SADC	-	Southern African Development Community
SEAH	-	Sexual Exploitation, Abuse and Harassment
SDGs	-	Sustainable Development Goals
TCLC	-	Tripartite Consultative Labour Council
TWG	-	Technical Working Group
UNESCO	-	United Nations Education Scientific Cultural Organisation
ZAQA	-	Zambia Qualifications Authority
ZQF	-	Zambia Qualifications Framework

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SECTION ONE: INTRODUCTION

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Labour migration is a global phenomenon that has grown to be one of the key policy areas, prompting countries to develop harmonised rights-based and migrant-centred approaches. About 761 million people migrate within their countries and 281 million people are international migrants of which, 169 million are migrant workers. The human desire to seek decent employment and improved livelihoods is at the core of the migration-development nexus. As more people cross borders in search of work, fair and effective labour migration governance that protects human and labour rights of migrant workers is imperative for achieving economic growth and enhancing development outcomes for migrant workers and their families as well as for countries of origin and destination alike. In 2019, there were an estimated 493,100 emigrants and 101,792 immigrants in Zambia.

Government recognises that labour migration can contribute to socio-economic transformation in both origin and destination countries. The benefits of labour migration include productive labour migrants who fill key gaps in the labour market, poverty alleviation, migrant remittances, diaspora investments, wealth and skills transfer and cultural diversity. However, labour migration has been associated with a number of challenges that include unethical and unfair recruitment practices, exploitation of low-skilled and precariously employed migrant workers, unequal treatment or discrimination of migrant workers compared to national workers, and an increase in the mismatch of national skills' needs and supply. Therefore, Government has developed this Strategy to ensure effective governance of labour migration in order to address challenges and maximise the benefits.

This Strategy seeks to create a conducive and enabling environment for effective governance and management of labour migration. The Strategy is in line with the Eighth National Development Plan (8NDP) and Vision 2030. The Strategy is also in line with the Sustainable Development Goals as well as the Global Compact for Safe, Orderly and Regular Migration. The development of the Strategy confirms Government's commitment to domesticate global, continental and regional commitments related to labour migration into national action to promote rights-based labour migration governance and leverage labour migration for national development.

The Strategy identifies and prioritises the following thematic areas:

- (a) Governance of labour migration;
- (b) Protection of rights of migrant workers;
- (c) Harnessing the development potential of labour migration; and
- (d) Labour migration data.

The Strategy is divided into five sections. Section One introduces the purpose of the Strategy. Section Two presents an analysis of the labour migration situation relating to governance, protection of rights of migrant workers, harnessing the development potential and labour migration data. Section Three outlines the vision, rationale and guiding principles of the Strategy, while Section Four presents the strategic objectives and measures. The last Section is the Implementation Framework which outlines the institutional arrangements, legal framework, resource mobilisation and the monitoring and evaluation framework to support the implementation of the Strategy. A detailed Implementation Plan is annexed to this Strategy.

SECTION TWO: SITUATION ANALYSIS

2.1 Demography, Economy and Employment

Globally, international migration has grown both in scale and complexity. There are an estimated 281 million people living in a country other than their country of birth indicating an increase of 62 percent since 2000. In Africa, the migrant stock has been growing steadily at the rate of 30 percent from an estimated 14.8 million in 2000 to about 40 million in 2022. Africa's population is projected to increase from 1.2 billion in 2017 to 2.5 billion by 2050. The age group 15 to 24 years is projected to increase from 231 million in 2015 to 461 million by 2050. This population growth coupled with the projected increase in the rate of urbanisation in Africa from 40 percent in 2015 to 56 percent by 2050 has implications on labour migration.

In 2019, there were an estimated 493,100 emigrants and 101,792 immigrants in Zambia. Zambia has also been hosting asylum seekers and refugees. As at first quarter 2021, there were 3,719 asylum seekers, 68,383 refugees and 24,315 former refugees. This has implications on labour migration and socio-economic development of the country.

Zambia's population has continued to grow at the rate of 3.4 percent annually, reaching 19.6 million in 2022, out of which 76.6 percent are young people. The increasing population and slow economic growth present limited economic and employment opportunities especially to the youthful population. The 2022 Labour Force Survey (LFS) report shows that of the 10,377,385 (5,307,178 female and 5,070,207 male) working age population, 15 years or older, the employed persons accounted for 3,273,123 (1,318,401 female and 1,954,722 male) representing 31.5 percent. The 2022 youth unemployment rate increased to 18.8 percent from 17.4 percent recorded in 2021. Further, 50.2 percent of the total youth were not in employment, education or training.

The country's economy has been growing at a slow rate. In 2017, the country recorded a 3.7 percent economic growth rate, 4.0 percent in 2018 and 1.4 percent in 2019. However, in 2020, the country's economic growth rate shrunk by 2.8 percent and thereafter recorded growth rate of 4.6 percent in 2021.

The country has surplus skilled labour. In 2022 for instance, the recruitment process of 11,000 health workers and 30,000 teachers attracted over 100,000 applicants, respectively. This shows that a huge youth population has limited access to employment, sustainable income and opportunities. This contributes to youth vulnerability and poverty thereby creating a fertile ground for labour migration.

2.2 Governance of Labour Migration

An appropriate and effective labour migration governance system is important for harnessing the benefits of migration and minimising its negative effects. A good labour migration governance system depends on appropriate legal, regulatory and institutional frameworks as well as good regional and international collaboration.

2.2.1 Policy, Legal and Regulatory Framework

Government has put in place a number of policies and pieces of legislation to govern labour migration. The policies include the National Refugee Policy of 2023, National Occupational Safety and Health Policy of 2023, National Migration Policy of 2022, Anti-Human Trafficking Policy of 2022, National Productivity Policy of 2020, National Diaspora Policy of 2019, National Higher Education Policy of 2019, National Employment and Labour Market Policy of 2018 and, Foreign Policy of 2014.

The pieces of legislation enacted include the Republican Constitution and the Bill of Rights, the Anti-Human Trafficking Act of 2022, the Employment Code Act of 2019, the National Health Insurance Act of 2018, the Zambia Qualifications Authority Act of 2011, the Immigration and Deportation Act of 2010, the Workers Compensation Act of 1999 and the National Pension Scheme Act of 1996. These policies and laws provide

a framework for the management of labour migration, protection of the interest of citizens working in the diaspora and labour migrants in Zambia. They also address harmful labour practices in the country. However, the Employment Code Act, the Immigration and Deportation Act and the Zambia Qualifications Authority Act need to be strengthened to enhance the governance of labour migration.

2.2.2 Ratification and Domestication of International Conventions and Protocols

International Conventions and Protocols provide mechanisms for mutual understanding among countries. Zambia has ratified a number of conventions in order to align with international labour standards. The country has domesticated some Conventions and Protocols such as Migration for Employment Convention (Revised), 1949 (No. 97) and Private Employment Agencies Convention, 1997, (No.181). The ratification and domestication of these international instruments has contributed to improved governance of labour migration in the country. However, there are still some conventions, which Zambia has not yet ratified such as Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), Public Employment Service Convention, 1948 (No. 88), Domestic Workers Convention, 2011 (No.189) and Violence and Harassment Convention, 2019 (No. 190). The ratification of these Conventions will further enhance the governance of labour migration.

The country has also ratified the SADC Protocol on the Facilitation of Movement of Persons and the SADC Protocol on Trade. The SADC Protocol on the Facilitation of Movement of Persons seeks to promote labour mobility and ensures economic development through efficient use of migrant capital and creation of opportunities for people to find work and start businesses. The SADC Protocol on Trade seeks to promote the free movement of goods, services and people across the region and recognises labour mobility as a key driver of economic integration and development. The country is also a Party to the SADC Regional Labour Migration Policy Framework which provides a comprehensive framework for managing labour migration in the region. However, Zambia has not yet ratified the COMESA Protocol to facilitate free movement of persons, labour, services, right of establishment and residence.

2.2.3 Regulation of Employment Agencies

Effective regulation and supervision of employment agencies is important in enhancing fair and ethical recruitment practices. Employment agencies operating in the country are regulated under the Employment Code Act. The Act provides for the registration, regulation, prohibition and supervision of all employment agencies. The regulated employment agencies regularly submit returns to the Government. However, there are some employment agencies which remain unregistered and operate illegally and have been practicing unethical and unfair recruitment. The weak compliance with the Employment Code Act has been mainly attributed to inadequate human resources, supervisory mechanisms and inadequate knowledge of the law and weak enforcement and regulation of employment agencies.

2.2.4 Institutional Framework

The country has an established institutional framework to support governance of labour migration. The main institutions include; the Ministry of Labour and Social Security which is responsible for the overall coordination and governance of labour migration matters; the Ministry of Home Affairs and Internal Security which is responsible for migration management; the Ministry of Foreign Affairs and International Cooperation which is responsible for diaspora engagement; and Employers' Organisation that represent the interests of employers. Others include the Workers' Organisations that promote workers' rights at the workplace; Employment Agencies that provide labour market employment services; Civil Society Organisations (CSOs) that advocate for the rights of migrant workers; and migrant community associations. In addition, the country has a Tripartite Consultative Labour Council (TCLC) which coordinates social partners in the labour market.

However, the coordination of stakeholders has been inadequate mainly due to weak engagement mechanisms. This has led to individual institutions implementing their own mandate regarding labour migration without a coherent approach. The management and coordination of labour migration matters in Foreign Missions have been inadequate due to lack of dedicated staff dealing with labour migration issues especially in countries where there are significant number of labour migrants.

2.2.5 International and Regional Collaboration

The country has been cooperating and collaborating with other nations in the region and internationally through the ratification of international and regional instruments, treaties, laws, and Bilateral Labour Migration Agreements (BLMAs). Zambia has signed Memoranda of Understanding (MoUs) with other countries on labour migration. The Government has signed MoUs with Seychelles, Angola and South Africa for migrant teachers, health workers and protection of migrant workers, respectively. The MoUs provide Government to Government mechanisms for the recruitment and protection of rights of migrant workers. However, the implementation of the MoUs has been ineffective due to weak monitoring and evaluation mechanisms, lack of implementation plans, and non-binding nature of the agreements.

Despite an increasing number of Zambian nationals, especially low skilled workers, migrating to countries such as Pakistan, United Arab Emirates, Oman and Kuwait, Zambia does not have BLMAs with these countries to enhance the governance and protection of labour migrants. Further, the country does not have BLMAs to facilitate for the portability of social security benefits and reciprocity on social services with other countries.

2.3 Protection of the Rights of Migrant Workers

Migrant workers face challenges in most destination countries due to their vulnerability. The protection of migrant workers and provision of support services are important in optimising the benefits of labour migration as well as ensuring the human rights and dignity of all persons especially women and children who are particularly vulnerable to abuse. The protection of migrant workers and their families can be enhanced through monitoring of unfair labour practices, orientation of migrant workers and potential migrants, and securing the portability of social security benefits of migrant workers as well as ensuring access to social services. However, the lack of BLMAs and dedicated officers such as labour attaches in Missions abroad negatively affect the effective protection of the rights and welfare of labour migrants.

The country has laws that protect labour migrant workers. Some of the laws include the Employment Code Act No. 3 of 2019 which regulates the employment of foreigners. The Immigration and Deportation Act No. 18 of 2010 which provides for the admission of foreigners and their departure from Zambia, including foreigners' ability to work in the country. The National Pensions Scheme Act No. 40 of 1996 provides for pension benefits, the Workers' Compensation Act No. 10 of 1999 which provides for work injury and disease compensation and the Nation Health Insurance Act No. 2 of 2018 which provides for health insurance. The Zambia Correctional Service Act No. 37 of 2021 provides for the treatment of people who are under remand and custody including irregular migrants. Mental Health Act No. 6 of 2019 which provides for the protection and promotion of the rights of persons with mental illness, mental disorder, mental impairment or mental disability. In addition, the courts through a number of judgements have affirmed that migrants are also entitled to social protection.

To further enhance the protection of labour migrants, there is need to address weaknesses regarding work permits and the National Referral Mechanism (NRM).

2.3.1 Portability of social security benefits for migrant workers

Portability of social security benefits is important in securing the social security of migrant workers. Each country has its own laws regarding social security benefits. For instance, migrant workers in Zambia are required to register under the local social security schemes while Zambians working abroad are also

required to register under social security schemes in their respective host countries. However, the absence of BLMAs has had a negative impact on the transferability and accessibility of benefits by migrant workers when they return to their country of origin.

2.3.2 Awareness raising and capacity building

Knowledge and awareness of the living and working conditions, laws and regulations and, the culture and traditions of destination countries are important in enhancing the protection of the rights and welfare of migrant workers. Adequate information and awareness regarding the destination countries can help potential labour migrants make informed decisions during the migration cycle whereas inadequate information and awareness may predispose some workers to abuse and exploitative labour conditions.

Zambia does not have adequate platforms and mechanisms to promote safe, orderly and regular labour migration including information on circular migration programmes. There is inadequate pre-departure orientation and support services for migrants on their human and labour rights as well as return and re-integration programmes.

2.3.3 Gender, Refugees and Former Refugees

Female migrants constitute about half of the total international migrants and almost a quarter of total migrant workers. They are mostly employed in the domestic, care and hospitality sectors where they are at risk of specific vulnerabilities including sexual and gender-based exploitation and harassment, exposed to human trafficking situations and deprived of family life as well as long working hours and poor wages.

Refugees and former refugees are Persons of Concern (POCs) to the Government of the Republic of Zambia. They are mostly employed as domestic workers, shop sales persons with very few skilled individuals who are in the health and education sectors. The unskilled POCs are also at risk of specific vulnerabilities such as long working hours, poor wages, deprived of family life and exposed to human trafficking situations.

2.4 Harnessing Development Potential of Labour Migration

Labour migration has the potential to enhance the development of the country through increased remittances, skills transfer, investments by the migrant workers, and portability of social security benefits. However, the country has not recorded significant remittances from abroad. This has been attributed to high transaction costs which have contributed to the avoidance of formal channels of remitting funds. The high transaction costs averaging between 12 and 15 percent of the remittances have mainly been due to limited competition in the remittance sector and numerous informal channels. The Zambia Diaspora does not have adequate information on the Diaspora Policy on remittances.

Although the country has limited statistics of Zambians in the Diaspora, it is a well-known that there have been fewer Zambians working abroad compared to other countries. The low number of Zambians working abroad can be attributed to inadequate information and awareness on overseas job markets and opportunities, application processes and potential benefits of labour migration, human trafficking, exploitation concerns and anxieties related to being away from the home country.

With regards to skills transfer, the recognition of qualifications and standards of training has an impact on the employability of labour migrants. The country has established a National Qualifications Framework (NQF) to manage the recognition of qualifications and standards of training of potential employees. The NQF has contributed to the development of a skilled workforce that meets international labour market requirements. This has enhanced the employability and mobility of Zambian workers seeking migration opportunities. The NQF has provided a comprehensive framework for classifying, comparing, and recognising qualifications, including those obtained internationally. The NQF also assists in the assessment and recognition of qualifications held by workers who wish to migrate to and from Zambia for employment purposes. The recognition and equivalence of foreign qualifications obtained by workers play a significant role in facilitating labour migration.

However, the Zambia Qualifications Framework has not been aligned to the SADC and Africa Continental Qualifications Framework (ACQF) thereby limiting the mutual recognition of qualifications in these regions. Furthermore, the country has limited National Occupation Standards (NOS) to bridge the gap between industrial needs and the qualifications being awarded by the higher learning institution including universities. The ZAQA Act has also been inadequate to deal with compliance as it does not provide for mandatory validation and evaluation of qualifications by individuals and employers. In addition, very few qualifications have been registered and accredited by the Authority to ensure that they are comparable to international best practice and meet the minimum set standards for registration on the ZQF.

The country also lacks an effective system for the Recognition of Prior Learning (RPL). Although the system has been operational under the TEVET sub-sector, it has not been widely used due to inadequate knowledge and awareness among members of the public.

Internationally, the UNESCO Qualifications Passport for Refugees and vulnerable migrants is a standardised statement presenting available information on the educational level, work experience and language proficiency of the holder. It aims to provide credible information about the qualifications that can be relevant in connection with applications for employment, internships, scholarships, qualification courses and admission to studies. There has been inadequate sensitisation on the importance of the UNESCO Qualifications Passport to enable stakeholders accept refugees in institutions of learning and workplaces.

The country has been implementing a Zambianisation programme to facilitate the transfer of skills from expatriates to nationals. The programme has enabled Zambians to acquire skills and take up jobs that were previously performed by foreign nationals. However, the programme needs to be strengthened to ensure adequate mechanisms to facilitate under-studies and effective skills transfer.

With regards to investments, the country has a Diaspora Policy which provides for the promotion of trade and investment among others. However, there has been limited investments by Zambians in the Diaspora. This could be attributed to inadequate sensitisation, institutional coordination and collaboration. There have also been limited packaged information on promoting investment opportunities, limited access to credit, acquisition of land and reliable business partners to the diaspora across the sectors.

2.5 Labour Migration Data

Labour migration data are critical for providing information on the trends, strengths and weaknesses observed in the labour market. More specifically, labour migration data play a key role in the achievement of decent work for all. It also informs the formulation, implementation and evaluation of policies and programmes for employment opportunities and job creation, appropriate working conditions, sound industrial relations, work-life balance and provide assistance to vulnerable groups.

There are inherent limitations with national censuses and household surveys, as the main sources of labour migration data, resulting in reliance on administrative sources of data such as inspection reports, returns from employment agencies, immigration and emigration data and reports from the Bank of Zambia (BoZ). However, administrative sources of data have limitations of coverage, completeness of the data, disaggregation and lack of harmonised data collection tools. Additionally, there have been challenges related to collaboration, coordination, sharing, analysis and dissemination of data among labour migration stakeholders. Despite Government developing the Labour Market Information System (LMIS), the system has not been fully operationalised and integrated with other systems capturing labour migration statistics. This has resulted in limited availability of timely and disaggregated labour migration data for policy and decision making.

SECTION THREE: VISION, RATIONALE AND GUIDING PRINCIPLES

3.1 Vision

A well-managed and inclusive labour migration system that protects migrant workers and contributes to sustainable development.

3.2 Rationale

A well-organised and managed labour migration bring enormous benefits to Governments, communities, migrants, employers and other stakeholders in both origin and destination countries. Zambia has had a long history of intra-regional and global migration largely characterised by movements of labour migrants seeking better economic opportunities. The country has ratified international, continental and regional commitments to promote safe, orderly and regular labour migration into and from the country.

As a country of origin, labour migration relieves pressure on unemployment and contributes to the development of the country through remittances, knowledge and skills transfer, creation of business and trade networks in Zambia. The country has a youthful population constituting more than a third of the national population. Labour migrants can contribute to innovation and productivity and may fill jobs that are hard to fill domestically. The Strategy will help the country to fully harness the demographic dividend through the implementation of government-to-government labour migration programmes that place Zambian youth in countries requiring their labour.

However, labour migration management faces a number of challenges that include inadequate mechanisms for effective governance of labour migration, limited protection for migrant workers, inadequate disaggregated labour migration data and missed opportunity to harness the development potential of labour migration.

To address the challenges, Government in 2022 approved the National Migration Policy. The Policy seeks to strengthen the coordination, regulation and management of migration as well as to strengthen mechanisms and governance frameworks for maximising the development potential of labour migration. In an effort to effectively operationalise the National Migration Policy, Government has formulated the National Labour Migration Strategy.

The Strategy positions Zambia to address labour shortages and skill gaps in the labour market. The Strategy has specific and targeted interventions aimed at strengthening labour migration governance in line with international standards and practices. The Strategy will improve the management of labour migration data, strengthen the protection of workers' rights and enhance their contribution to the development of the country.

3.3 Guiding Principles

The implementation of the National Labour Migration Strategy shall be guided by the following principles:

(a) Human dignity and non-discrimination

Migrant workers are entitled to decent work and shall not be held in slavery and servitude, discriminated against and be subjected to unsafe working conditions.

(b) Transparency and accountability

All relevant stakeholders shall be effectively involved in social dialogue, consultation, participation and answerable for their actions to foster public confidence and acceptance.

(c) Sustainable development

Labour migration shall contribute to socio-economic development while reducing individual and community vulnerabilities.

(d) Partnerships

Effective synergies through a whole of Government, whole of society and social partners approach shall be at the centre of the implementation of this Strategy.

(e) Coordination

All stakeholders shall work in an integrated and multi-sectoral manner.

SECTION FOUR: STRATEGIC OBJECTIVES AND MEASURES

4.1. Strategic Objectives

1. To strengthen labour migration governance in line with international standards and practices.
2. To strengthen the protection, welfare and rights of migrant workers.
3. To increase the contribution of labour migration to the development of the country.
4. To improve the collection, management and utilization of labour migration data.

4.2. Measures

4.2.1 Governance of Labour Migration

Objective 1: *To strengthen labour migration governance in line with international standards and practices.*

Measures

- a) Promote and accelerate the ratification and domestication of international labour migration Conventions and Protocols.
- b) Promote good governance of Employment Agencies.
- c) Enhance bilateral and multilateral cooperation on migrant workers.
- d) Strengthen labour migration legislative and institutional frameworks.
- e) Enhance Public Employment Services.

4.2.2 Protection of the rights of migrant workers

Objective 2: *To strengthen the protection of the welfare and rights of migrant workers.*

Measures

- a) Promote BLMAs for the protection of migrant workers.
- b) Enhance awareness and sensitisation on safe, orderly and regular labour migration.

4.2.3 Harness the development potential of Labour migration

Objective 3: *To increase the contribution of labour migration to the development of the country.*

Measures

- a) Promote remittances and investments in the country.
- b) Enhance knowledge and skills transfer.
- c) Strengthen skills development and mutual recognition of qualifications.

4.2.4 Labour Migration Data

Objective 4: *To improve the collection, management and utilisation of labour migration data.*

Measures

- a) Enhance systems for regular collection and analysis of labour migration data.
- b) Strengthen the capacity of institutions to collect and harmonise administrative labour migration data.
- c) Develop a system of collecting data on Zambian nationals working abroad

SECTION FIVE: IMPLEMENTATION FRAMEWORK

5.1 Institutional Arrangement

Government is committed to the implementation of measures outlined in this Strategy. To achieve its objectives, it is important to have an effective implementation framework. The successful implementation of the Strategy will require the involvement and active participation of the various stakeholders.

The roles and responsibilities of the institutions will be as follows:

- (a) The Ministry responsible for labour and social security will:
 - (i) coordinate the implementation of the National Labour Migration Strategy;
 - (ii) coordinate the monitoring and evaluation of the National Labour Migration Strategy;
 - (iii) provide information on labour market and employment opportunities for migrants;
 - (iv) facilitate portability of earned rights on social security benefits;
 - (v) provide information on productivity at individual, enterprise and national levels;
 - (vi) provide information on occupational safety and health as a fundamental human right for migrant workers at enterprise and national levels;
 - (vii) develop and negotiate bilateral labour migration agreements;
 - (viii) monitor and maintain a database on skills;
 - (ix) establish committees and Technical Working Groups for effective coordination and collaboration;
 - (x) supervise Employment Agencies; and
 - (xi) coordinate and consult with social partners.
- (b) The Ministry responsible for home affairs and internal security will:
 - (i) facilitate the acquisition of dual citizenship for Zambians in the diaspora, including their children born in the diaspora or descendants, as well as provide for the re-acquisition of citizenship for Zambians who had lost or renounced their citizenship; and
 - (ii) provide guidance on immigration matters in Zambia.
- (c) The Ministry responsible for foreign affairs and international cooperation will:
 - (i) engage and mobilise the Zambian Diaspora to support the national development goals;
 - (ii) monitor the implementation of international migration related instruments signed or ratified by Zambia;
 - (iii) facilitate the negotiations of BLMAs; and
 - (iv) provide for the protection and safety of Zambian migrant workers abroad.
- (d) The Ministry responsible for finance and national planning will:
 - (i) provide financial resources for the implementation of the labour migration strategic implementation plan;
 - (ii) facilitate creation of an enabling environment to promote investments by citizens in the diaspora and to harness migration remittances;
 - (iii) support the collection, analysis, dissemination and management of disaggregated migration data; and
 - (iv) mainstream labour migration associated issues in the National Development Plans.

- (e) The Ministry responsible for commerce, trade and industry will:
 - (i) provide information on business and trade opportunities to labour migrants and Zambians in the Diaspora;
 - (ii) provide a conducive environment for migrants to promote investments and trade; and
 - (iii) promote the growth, development and competitiveness of industrial, commercial and trade sectors, in order to tap the economic potential and skills development.
- (f) The Ministry responsible for infrastructure, housing and urban development will:
 - (i) provide designs for the development of the MRC;
 - (ii) supervise the construction of the MRC; and
 - (iii) provide technical support to infrastructure development.
- (g) The Ministry responsible for lands will:
 - (i) provide land for the construction of the MRC; and
 - (ii) facilitate acquisition of Certificate of Title for land.
- (h) The Ministry responsible for health will:
 - (i) promote public health measures at Ports of Entry;
 - (ii) provide adequate and equitable health care services to all labour migrants;
 - (iii) maintain a database of qualified health personnel for labour migrants; and
 - (iv) explore ways of working with Zambian healthcare professionals abroad to carry out clinical trials on health technologies.
- (i) The Ministry responsible for education will:
 - (i) promote access to education for labour migrants;
 - (ii) promote programmes to address brain drain and brain gain;
 - (iii) facilitate student exchange programmes and scholarships;
 - (iv) facilitate the review of the ZQF for skills and competence mobility;
 - (v) implement public education programmes aimed at creating awareness to migrants and employers;
 - (vi) provide information on knowledge and skills required for seeking jobs abroad; and
 - (vii) develop and introduce curricula for identified languages in training institutions.
- (j) The Ministry responsible for information and media will:
 - (i) facilitate for the dissemination of information on labour migration;
 - (ii) provide publicity services; and
 - (iii) facilitate for the production of information, education and communication materials for labour migrants.

- (k) The Ministry responsible for technology and science will:
 - (i) facilitate for the exchange of skills in research and development;
 - (ii) promote skills training and skills transfer for labour migrants; and
 - (iii) enhance collaboration with external industries and scientific experts in order to return innovative technologies.
- (l) The Ministry responsible for justice and legal affairs will:
 - (i) provide a conducive legal framework for implementation of the Strategy on labour migration;
 - (ii) facilitate prosecution of perpetrators of trafficking in persons and smuggling of migrants; and
 - (iii) ensure that the fundamental rights of migrants are upheld.
- (m) The Ministry responsible for community development and social services will:
 - (i) promote and protect the welfare and interests of stranded and vulnerable migrants in the country.
- (n) The Ministry responsible for youth, sport and arts will:
 - (i) promote vocational skills training and skills transfer for labour migrants;
 - (ii) promote healthy living among labour migrants through sport;
 - (iii) strengthen the affiliation of local sports bodies to international sports bodies; and
 - (iv) facilitate the promotion of Zambian arts and culture at the global level.
- (o) The Gender Division will:
 - (i) coordinate and monitor the effective implementation of Gender policies and programmes on labour migration;
 - (ii) monitor compliance to regional and international instruments on women's rights into national laws and policies; and
 - (iii) disseminate standards for the adaption and domestication of regional and international instruments for the promotion of women's rights.

5.2 Legal Framework

The main pieces of legislation that guide the administration of labour migration include the Zambian Constitution and the Bill of Rights, the Employment Code Act of 2019, the Immigration and Deportation Act of 2010 and the Anti-Human Trafficking Act of 2022. These laws provide a framework for the management of labour migration.

To strengthen the legal framework, some pieces of legislation need to be reviewed and new ones enacted. There is also need to ratify and domesticate the ILO Conventions.

5.3 Resource Mobilization

The successful implementation of this Strategy requires adequate resources to achieve its desired objectives. The Strategy will mainly be financed through Government budgetary provisions. Government will also mobilise additional resources from cooperating partners. Some partners expected to provide technical and financial support towards the successful implementation of the Strategy include the following:

- (i) Cooperating partners;
- (ii) International organizations, civil society organisations and social partners participating in labour migration management;
- (iii) Private sector;
- (iv) Contributions through Regional Economic Communities (RECs) and Community Participation; and
- (v) Any other like-minded partners.

5.4 Monitoring and Evaluation

Monitoring and evaluation is important to track progress and assess the impact of implementing this Strategy. To ensure effective implementation of the Strategy, Government has developed an Implementation Plan and will put in place a comprehensive monitoring and evaluation system to track progress and assess the impact of interventions. Government will also strengthen the capacity of the Ministry responsible for labour and other key stakeholders to monitor and evaluate the Strategy. Stakeholders involved in implementing activities in the Implementation Plan will be actively involved in monitoring and reporting progress.

Stakeholders will be required to regularly monitor and track the implementation of all activities and conduct supervisory and compliance site visits. They will also be required to provide quarterly reports to the Ministry responsible for labour matters. Further, stakeholder engagements and meetings will be held to assess progress and address challenges affecting the implementation of the Strategy.

A mid-term evaluation will be conducted to assess progress made and inform measures to be undertaken to improve the implementation of the Strategy. An exposit evaluation will be undertaken at the end of the implementation cycle to assess the relevance, effectiveness, efficiency, coherence, impact and sustainability of the Strategy.

Annex 1: Action Plan

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
1. To strengthen labour migration governance in line with international standards and practices	Promote and accelerate the ratification and domestication of international, continental and regional labour migration Conventions and Protocols	Develop a roadmap for the ratification and domestication of Conventions and Protocols	Number of roadmaps developed	0	1	1					200,000	MLSS (Lead), MOHAIS, MOJ, MOFAIC, MOFNP, Cooperating Partners
		Conduct stakeholder mapping for ratification and domestication of Conventions and Protocols	Number of stakeholder mappings conducted	0	1	1					200,000	MLSS (Lead), MOHAIS, MOJ, MOFAIC, MOFNP, Cooperating & Social Partners
		Conduct national stakeholder consultations for ratification and domestication of Conventions and Protocols	Number of national stakeholder consultations conducted	0	5	5					1,500,000	MLSS (Lead), MOHAIS, MOJ, MOFAIC, MOFNP, Cooperating & Social Partners
		Conduct sensitisation for the Parliamentary Committee on Labour Matters on the need to ratify and domesticate Conventions and Protocols	Number of sensitisations conducted	0	5	5					1,000,000	MLSS (Lead), National Assembly, MOJ, MOFAIC, MOHAIS, Cooperating & Social Partners
		Ratify Conventions and Protocols	Number of Conventions ratified	0	3		3				12,000	MLSS (Lead), MOJ, MOFAIC, MOHAIS
			Number of Protocols ratified	0	2		2				8,000	MLSS (Lead), MOJ, MOFAIC, MOHAIS
		Domesticate the ratified Conventions and Protocols	Number of ratified Conventions domesticated	0	3			3			2,000,000	MLSS (Lead), MOJ, MOFAIC, MOHAIS, MCDSS
			Number of ratified Protocols domesticated	0	2			2			1,500,000	MLSS (Lead), MOJ, MOFAIC, MOHAIS, MCDSS
		Develop and operationalise implementation plans for the Conventions and Protocols	Number of implementation plans developed	0	5					5	2,200,000	MLSS (Lead), MOHAIS, MOJ, MOFAIC, MOFNP, Cooperating & Social Partners

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
	Promote good governance of Employment Agencies	Conduct a situational assessment/study of the sector to identify gaps, challenges and come up with interventions	Number of assessments conducted	0	1	1					1,200,000	MLSS (Lead), MOHAIS (Immigration, COR), MOFAIC, Cooperating & Social Partners
		Review legal framework to enhance governance of Employment Agencies	Number of legal frameworks reviewed	0	1		1				2,500,000	MLSS (Lead), MOHAIS (Immigration, COR), MOFAIC, co-Cooperating & Social Partners
		Conduct quarterly inspections to supervise and monitor Employment Agencies	Number of inspections conducted	0	20	4	4	4	4	4	6,000,000	MLSS
		Conduct capacity building for labour inspectors	Number of trainings conducted	0	5	1	1	1	1	1	2,500,000	MLSS
		Conduct sensitisation of Employment Agencies on labour laws	Number of sensitisations conducted	0	5	1	1	1	1	1	2,500,000	MLSS (Lead), MOHAIS, MOFAIC, Cooperating Partners
	Promote bilateral and multilateral cooperation for the protection of migrant workers	Conduct a national skills survey to identify sectors with skills surplus and deficits (including updating the critical skills list) to inform bilateral and multilateral engagements	Number of surveys conducted	0	1	1					2,500,000	MLSS (Lead), MOFAIC, MOE, MOHAIS
		Develop and negotiate bilateral, multilateral agreements for migrant workers	Number of agreements signed	0	4		1	1	1	1	10,000,000	MLSS (Lead), MOFAIC, MOJ, Cabinet Office, Cooperating & Social Partners
		Conduct regular monitoring and evaluation of BLMAs/MoUs	Number of monitoring and evaluations conducted	0	5	1	1	1	1	1	1,500,000	MLSS (Lead), MOFAIC, MOJ, Cabinet Office, Cooperating & Social Partners

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
	Strengthen labour migration legislative and institutional frameworks	Conduct an assessment on the legal and institutional gaps	Number of assessments conducted	0	1	1					500,000	MLSS (Lead), MOFAIC, MOHAIS, MOJ
		Conduct the review and amendment of the Employment Code Act, the Immigration and Deportation Act and the ZAQA Act	Number of Acts reviewed and amended	3	3	1	1	1			3,000,000	MLSS (Lead), MOJ, MOFAIC, MOHAIS, ZAQA
		Undertake sensitisation on the amended laws	Number of sensitisation campaigns undertaken	0	3		1	1		1	900,000	MLSS (Lead), MOFAIC, MOJ, MOHAIS
		Undertake regional study tours to promote peer learning of best practices on labour migration governance and management	Number of study tours undertaken	0	3		1	1	1		3,060,000	MLSS (Lead), MOFAIC, MOHAIS, Cooperating & Social Partners
		Establish a Technical Working Group (TWG) on labour migration	Labour migration TWG established	0	1	1					0.00	MLSS
		Convene quarterly TWG meetings	Number of meetings held	0	20	4	4	4	4	4	600,000	MLSS (Lead), relevant line Ministries and other stakeholders
		Deploy labour attaches in targeted Missions	Number of labour attaches deployed	0	5	1	1	1	1	1	1,600,000	MOFAIC (Lead), PSMD, MOFNR, MLSS
	Enhance Public Employment Services	Conduct capacity building for labour officers to operationalise the Public Employment Services	Number of capacity building meetings conducted	0	5	1	1	1	1	1	1,300,000	MLSS
		Conduct sensitisation campaign on Public Employment Services	Number of districts where sensitisation campaigns are undertaken	0	64	5	15	15	15	14	1,000,000	MLSS (Lead), MOIM

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
2. To strengthen the protection, welfare and rights of migrant workers		Develop a Public Employment Services module and integrate into the LMIS	Number of modules integrated	0	1		1				1,500,000	MLSS (Lead), Smart Zambia, Cooperating & Social Partners
	Promote BLMAs for the protection of migrant workers	Conduct an assessment on countries/ Governments with good practices on decent work	Number of assessments conducted	0	1	1					500,000	MLSS (Lead), MOHAIS, MOFAIC, MOJ, Cooperating & Social Partners
		Conduct capacity building on developing and negotiating BLMAs	Number of trainings conducted	0	1	1					500, 000	MLSS (Lead), MOHAIS, MOFAIC, MoJ, Trade Unions, Employer organizations, Cooperating & Social Partners
		Conduct stakeholder consultations on BLMAs	Number of consultations conducted	0	1	1					1,000,000	MLSS (Lead), MOHAIS, MOFAIC, MoJ, Trade Unions, Employer Organisations, Cooperating & Social Partners
		Develop and negotiate BLMAs on protection of migrant workers and their families	Number of BLMAs signed	0	3			1	1	1	2,000,000	MLSS (Lead), MOHAIS MOFAIC
		Conduct capacity building on protection of migrant workers	Number of trainings conducted	0	3	1		1			2,000,000	MLSS (Lead), MOHAIS MOFA, MMMD Workers and Employers' Organisations, Cooperating & Social Partners
	Enhance awareness and sensitisation on safe, orderly, and regular labour migration	Conduct safe migration awareness and sensitisation campaigns (including SEAH, trafficking in persons and smuggling of migrants)	Number of awareness campaigns conducted	0	4	1	1	1		1	2,500,000	MLSS (Lead), MOIM, MOLGRD, MOHAIS, Cooperating & Social Partners

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
3. To increase the contribution of labour migration to the development of the country		Develop guidelines and procedures (toolkit) on fair and ethical recruitment for labour migrants	Number of toolkits developed	0	1	1					1,000,000	MLSS (Lead), MOFAIC, MOHAIS, Cooperating & Social Partners
		Establish a Migrant Resource Centre (MRC)	Number of migrant resource centres established	0	1			1			2,000,000	MLSS (Lead), MOLNR, MOLGRD, MOIHUUD, cooperating & Social Partners
		Conduct diaspora engagements to promote diaspora participation in national development	Number of diaspora engagements conducted	0	3			1	1	1	2,000,000	MOFAIC (Lead), BOZ, MOFNP, MLSS, Cooperating & Social Partners
	Promote remittances and investments in the country	Conduct awareness raising on investment opportunities in productive sectors.	Number of awareness campaigns conducted	0	4		1	1	1	1	1,000,000	MCTI (Lead), MOFAIC, BoZ, MOFNP, MLSS
		Establish a One-Stop shop for sector specific investment opportunities	Number of One-Stop shops established	0	1			1			1,000,000	MCTI (Lead), MOFAIC, BoZ, MOFNP, MLSS
		Facilitate the creation of financial platforms for easy transfer of remittances	Financial Platforms created	None	Yes		Yes	Yes			2,000,000	Smart Zambia (Lead), BoZ, MOFNP, MOFAIC, MLSS
		Publish (introduce/establish) Diaspora bonds to allow Diaspora nationals to invest in the country	Diaspora bonds issued by type	None	Yes			Yes	Yes		100,000	BoZ (Lead), MOFNP, MOFAIC
		Update the Diaspora Portal with latest information to connect diaspora investors with local investment opportunities	Diaspora portal updated regularly	None	Yes	Yes	Yes	Yes	Yes	Yes	1,000,000	MOFAIC (Lead), Smart Zambia, MCTI, MLSS, Cooperating & Social Partners
		Establish Government led Diaspora engagement initiatives to promote development projects	Number of initiatives established	0	8		2	2	2	2	4,000,000	MOFAIC (Lead), MCTI, MOLGRD, MOFNP, Cooperating & Social Partners

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
	Enhance knowledge and skills transfer	Facilitate initiatives that enable Zambians in the diaspora to transfer their skills and knowledge through training, mentoring, and advisory roles	Skills Transfer Initiatives facilitated	None	Yes			Yes	Yes	Yes	3,000,000	MOFAIC (Lead), MOE, MOTS, MOFNP, Cooperating & Social Partners
		Facilitate initiatives that enable labour migrants to transfer their skills and knowledge through training, coaching and mentoring	Skills Transfer Initiatives facilitated	None	Yes			Yes	Yes	Yes	3,000,000	MOFAIC (Lead), MOE, MOTS, MOFNP, Cooperating & Social Partners
		Review and align the national qualifications framework to the SADC and Africa Continental qualifications frameworks.	National Qualifications Framework aligned	None	Yes	Yes					500,000	ZAQA (Lead), MOE, MOFAIC, MLSS, Cooperating and Social Partners
	Strengthen skills development and mutual recognition of qualifications	Conduct sensitisation on the UNESCO Qualifications Passport for Refugees and Vulnerable Migrants	Number of sensitisation campaigns conducted	0	3	1		1		1	1,000,000	ZAQA (Lead), MOE, MOFAIC, MOHAIS, MLSS, ILO, UNHCR, UNESCO
		Develop sector specific Occupational Standards	Sector specific occupational standards developed	None	Yes	Yes	Yes	Yes	Yes	Yes	800,000	ZAQA (Lead), MOE, MOFAIC, MOHAIS, MLSS, ILO
4. To improve the collection, management and utilisation of labour migration data	Enhance systems for regular collection and analysis of labour migration data	Conduct quarterly Labour Force Surveys	Number of quarterly surveys conducted per year	4	20	4	4	4	4	4	60,000,000	ZamStats (Lead), MLSS, MOFNP
		Conduct skills audit surveys	Number of skills surveys conducted	1	3	1		1		1	15,000,000	ZamStats (Lead), MLSS, MOTS, MOFNP, ZAQA
		Disseminate the LFS and skills survey reports	Number of reports disseminated	1	8	2	1	2	1	2	3,200,000	ZamStats (Lead), MLSS, MOTS MOFNP,

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
		Produce Policy Briefs on labour migration	Number of Policy Briefs produced	0	5	1	1	1	1	1	2,500,000	MLSS (Lead), MOHAIS, ZamStats
		Undertake an audit of existing labour related information systems	Audit reports produced	None	Yes		Yes				1,000,000	MLSS (Lead), ZamStats, MOHAIS, PACRA, MOH, BoZ, Cooperating Partners, ZRA
		Integrate the LMIS to other similar systems	LMIS integrated with other Systems	None	Yes			Yes			1,500,000	MLSS (Lead), ZamStats, MOHAIS, PACRA, BoZ, IOM, ZRA
	Strengthen the capacity of institutions to collect and harmonise administrative labour migration data	Conduct capacity needs assessment	Number of assessments conducted	0	1	1					2,000,000	MLSS (Lead), ZamStats, MOHAIS, PACRA, BoZ, Cooperating Partners, ZRA
		Conduct training of data focal point persons in targeted institutions	Number of trainings conducted	0	1			1			2,000,000	ZamStats, MLSS, Cooperating Partners
		Review and harmonise labour migration data collection tools	Number of tools harmonised	0	1			1			1,000,000	MLSS (Lead), ZamStats, MOH, MOHAIS, PACRA, BoZ, Cooperating Partners

Objective	Measures	Activities	Indicators	Baseline Year 2023	Target	Annual Targets					Estimated Cost (ZMW)	Responsible Institutions
						2024	2025	2026	2027	2028		
	Develop a system of collecting data on Zambian nationals working abroad	Develop a data collection tool for Zambians working abroad.	Data collection Tool developed	None	Yes			Yes			2,000,000	ZamStats (Lead), MOFAIC, MLSS, Cooperating Partners
		Conduct a survey on Zambian nationals in the diaspora	Number of surveys conducted	0	1				1		10,000,000	ZamStats (Lead), MOFAIC, MLSS, Cooperating Partners
		Disseminate the survey report on Zambian nationals in the diaspora	Number of reports disseminated	0	1					1	1,200,000	ZamStats (Lead), MLSS, MOFNP, MOTS
Total											131,300,000	

