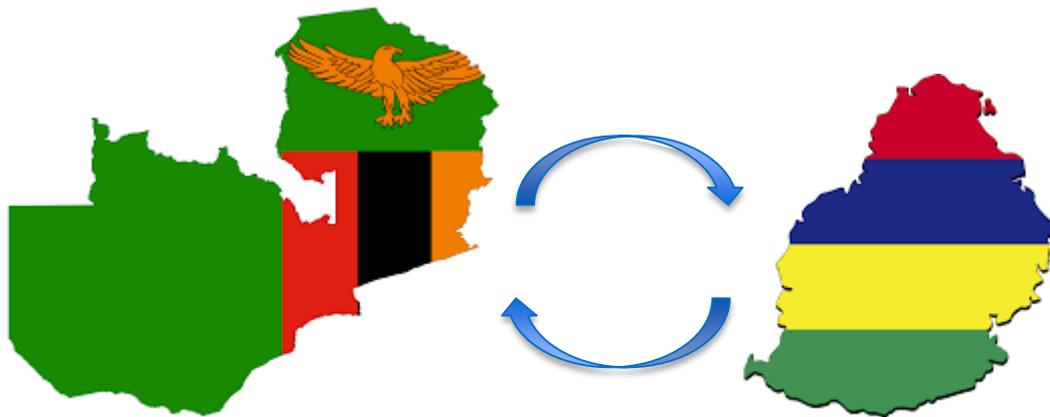


Draft Report  
**Labour Market Skills Gap Analysis**  
**Mauritius & Zambia**



Submitted to:



International Organization for Migration (IOM)  
Organisation internationale pour les migrations (OIM)  
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## Table of Contents

<b><u>1</u></b>	<b><u>Introduction .....</u></b>	<b><u>1</u></b>
1.1	Background.....	1
1.2	Approach & Methodology.....	1
1.2.1	Desk Review .....	1
1.2.2	Key Informant Interviews.....	3
1.3	Limitations of the Study .....	3
1.3.1	Limitations in Mauritius .....	3
1.3.2	Limitations in Zambia.....	3
<b><u>2</u></b>	<b><u>Overview of the Legal/Institutional Framework of Mauritius and Zambia .....</u></b>	<b><u>4</u></b>
2.1	Labour Market Policies & Regulatory Framework - Mauritius.....	4
2.2	Labour Market Policies & Regulatory Framework - Zambia.....	8
2.3	Foreign Employment Trends in Mauritius.....	11
2.4	Foreign Employment Trends in Zambia.....	13
<b><u>3</u></b>	<b><u>Shortages/Surplus Trends in Main Economic Sectors .....</u></b>	<b><u>14</u></b>
3.1	The Case of Mauritius .....	14
3.1.1	Manufacturing Sector .....	14
3.1.2	Agro and Food Processing Sector.....	15
3.1.3	ICT/BPO Sector.....	16
3.1.4	Financial Intermediation Sector.....	17
3.1.5	Tourism Sector.....	17
3.1.6	Construction Sector.....	18
3.1.7	The Ocean Economy.....	18
3.1.8	Health Sector .....	19
3.2	The Case of Zambia.....	19
3.2.1	Interview Findings Health & Medical Sector .....	21
<b><u>4</u></b>	<b><u>Labour Market Deficits &amp; Surplus Analysis.....</u></b>	<b><u>24</u></b>
4.1	Mauritius.....	24
4.1.1	Skills shortages by sector.....	24
4.2	Zambia.....	27
4.2.1	Skills shortages by sector.....	27
4.3	Analysis of Potential Exchanges of Labour.....	30
4.4	Benefits, Risks & Challenges of Movement of Skilled Labour Movement between Mauritius and Zambia.....	32
4.4.1	Benefits .....	32
4.4.2	Challenges & Risks.....	33
<b><u>5</u></b>	<b><u>Conclusions and Recommendations.....</u></b>	<b><u>33</u></b>
5.1	Conclusions .....	33
5.2	Recommendations.....	34
<b><u>6</u></b>	<b><u>Annexes.....</u></b>	<b><u>36</u></b>

### List of Annexes

Annex 1 Reference/Bibliography Mauritius .....	36
Annex 2 Reference/Bibliography Zambia .....	37
Annex 3 List of Persons Interviewed in Zambia .....	40
Annex 4 List of Persons Interviewed in Mauritius .....	41

### Acronyms

Abbreviation	Description
ACP	Africa Caribbean and Pacific
AGOA	African Growth and Opportunity Act
AHRIM	Association des Hôteliers et Restaurateurs de l’Ile Maurice
APEI	Accelerated Programme for Economic Integration
BOI	Board of Investment (Mauritius)
BPO	Business Process Outsourcing
COMESA	Common Market for Eastern and Southern Africa
CSO	Central Statistical Office (Zambia)
DOWA	Deep Ocean Water Application
DRC	Democratic Republic of Congo
EU	European Union
FDI	Foreign Direct Investment
GRZ	Government of the Republic of Zambia
HRDC	Human Resource Development Council (Mauritius)
HR	Human Resource
ICT	Information and Communication Technology
ILO	International Labour Organisation
IMF	International Monetary Fund
IOM	International Organisation for Migration
IT	Information Technology
KI	Key Informant
KII	Key Informant Interview
LLB	Bachelor of Laws
LMI	Labour Market Information
LMIS	Labour Management Information System
LMSGGA	Labour Market Skills Gap Analysis
MCCI	Mauritius Chamber of Commerce and Industry
MEXA	Mauritius Exporters Association
MITIA	Mauritius IT Industry Association
MLIRET	Ministry of Labour, Industrial Relations, Employment and Training
MLSS	Ministry of Labour and Social Security
MQA	Mauritius Qualifications Authority
MTCI	Ministry of Trade, Commerce & Industry (Zambia)

Abbreviation	Description
NEC	National Equivalence Committee (Mauritius)
NELMP	National Employment and Labour Market Policy
NEP	National Employment Policy
OD	
OP	Occupation Permit (Mauritius)
RP	Residential Permit
SADC	Southern Africa Development Community
SWAC	Sea Water Air Conditioning
TEC	Tertiary Education Commission (Mauritius)
TEVETA	Technical Education, Vocational and Entrepreneurship Training Authority
UN	United Nations
YEP	Youth Employment Programme (Mauritius)
ZDA	Zambia Development Agency
ZFE	Zambia Federation of Employers
ZFE	Zambia Federation of Employers

## 1 Introduction

### 1.1 Background

The project entitled “Developing a Roadmap to Facilitate South-South Labour Mobility in Southern Africa” implemented by IOM aims at strengthening the capacity of Ministries of Labour in SADC countries and mainly the DRC, Mauritius, Mozambique, Namibia, Zambia, and Zimbabwe to implement labour migration programmes within the framework of the SADC Labour Migration Action Plan, SADC Regional Labour Migration Policy Framework, and Article 19 of the SADC Employment and Labour Protocol stipulating provisions on the protection of migrant workers.

This Regional Labour Migration project is set to perform the following activities:

1. Capacity-building for selected government officials.
2. A Labour Market Skills Gap Analysis in Mauritius and Zambia.
3. A model intra-SADC circular migration programme.
4. A SADC labour exporting framework.
5. A Regional Roadmap for South-South labour mobility in Southern Africa.
6. Concept notes for a programme to operationalise the Regional Roadmap for South-South labour mobility in Southern Africa.

IOM commissioned StraConsult to conduct the Labour Market Skills Gap Analysis (LMSGGA) in Mauritius and Zambia. The findings from the LMSGGA should provide important data for development of the model intra-SADC circular migration programme, SADC labour exporting framework, and the Regional Roadmap for South-South labour mobility within Southern Africa.

The objectives of the LMSGGA are to:

- Identify key skills shortages in the Mauritian and Zambian labour markets, which could be filled through circular labour mobility between the two countries; and
- Provide evidence-based inputs into the development of a model intra-SADC circular migration programme, a SADC labour exporting framework, and the Regional Roadmap for South-South labour mobility in Southern Africa.

### 1.2 Approach & Methodology

With due respect to the above objectives and tasks the consultants proceeded to obtain relevant information for the survey. The approach used was mainly qualitative and included:

- Desk review of available documents obtained from organisations and stakeholders as well as further secondary data sources.
- Interviews with key informants.

#### 1.2.1 Desk Review

The desk review consisted in reviewing all existing information and data related to the employment and labour market situations in the Mauritius and Zambia.

StraConsult reviewed the existing laws and regulations on labour management, foreign labour migration in both Mauritius and Zambia.

Statistics about each country available from the relevant ministries and by the Statistics Department (Statistics Mauritius for Mauritius and the Central Statistical Office of Zambia) were also sought and reviewed.

StraConsult also reviewed other relevant reports about the labour market from both countries to identify any particular trends over the past five years, amongst others for Mauritius:

#### ***Mauritian Regulatory Framework and Policy***

- The Employment Rights Act of 2008
- The Human Resource Development Act 2003
- The Non-Citizens (Employment Restriction) Act of 1973
- The Recruitment of Workers (Amendment) Regulations 2011 GN No. 225 of 2011
- The Recruitment of Workers Act (1993)

#### ***Labour Market Surveys***

- Labour force, Employment and Unemployment – Year 2014 based on the Continuous Multi Purpose Household Survey carried out by Statistics Mauritius

#### ***Studies on the Labour Market***

- The Human Resource Development Council's Studies on Labour Shortages in the Financial Intermediation sector, the Agricultural Sector, Manufacturing Sector and ICT-BPO sector
- Education & Human Resources Strategy Plan 2008-2020 by the Ministry of Education, Culture & Human Resources

#### ***Statistical Reports***

- Health Statistics Report 2014 for the Island of Mauritius and the Island of Rodrigues by Ministry of Health and Quality of Life
- Employment Service Monthly Bulletin December 2015 by the Employment Division of the Ministry of Labour...

Reports from Zambia reviewed included:

#### ***Zambia Regulatory Framework and Policy***

- The Employment Act, Chapter 268 of the Laws of Zambia
- Employment (Amendment) Act (No. 15 of 2015)
- The Industrial and Labour Relations Act, Chapter 269 of the Laws of Zambia
- The Minimum Wages and Conditions of Employment Act (No. 25 of 1992)
- The National Employment Act and Labour Market Policy (2016)

#### ***Strategic Framework***

- The Industrialisation and Job Creation Strategy
- Vision 2030
- The Revised Sixth National Development Plan

#### ***Labour Market Surveys***

- The Labour Force Survey Report (2014)
- The Zambia Federation of Employers Skills Gap Survey Report (2015)

#### ***Studies on the Labour Market***

- Situational Analysis of Current Practices in Labour Market Information Systems in Zambia.
- Zambia Labour Market Profile (2014)
- Decent Work, Country Profile

## **1.2.2 Key Informant Interviews**

The review of secondary data was complemented with face to face and phone interviews with key informants both from the public and private sector so as to get first-hand information about the reality of the labour market in Mauritius and Zambia. The purpose of key informant interviews (KIIs) is to capture the latest trends and to derive to future trends with persons directly involved in the government and industry sectors. Given the number of industry sectors and sub-sectors these had to be carefully selected.

The list of targeted key informants, which was prepared and vetted by IOM, ensured the inclusion of desired industry sectors.

In Mauritius, StraConsult carried out interviews with officers of the public institutions directly involved with the labour market as well as private sector organisations of the main industry sectors of the countries and selected operators from each sector.

The sample size of 15 Key Informants (KIs) in Zambia was stipulated in the Terms of Reference for the assignment. However, KIs from the health sector were added on to provide a sector specific perspective.

A complete list of KI for Zambia and Mauritius are given in Annex 3 and 4

With regards to private operators identified for Mauritius and Zambia, StraConsult used its knowledge of the economic operators to determine its choice of key informants rather than selecting informants from a given sample of economic actors. In that respect, StraConsult made use of the purposive sampling technique. StraConsult contacted the heads of well-performing enterprises amongst the categories selected. The same technique was used when identifying the private sector in Zambia.

Two questionnaires have been devised to gather information from (a) public and private institutions which cover all sectors of the economy and (b) public and private organisations which are industry or sector specific. Data gathered from interviews were transcribed and answers categorised and organised for each questions. The frequency of answers to questions then was the placed in a hierarchy with the most frequent one topping the list.

The core of the report is based on the KIIs.

## **1.3 Limitations of the Study**

### **1.3.1 Limitations in Mauritius**

In Mauritius, obtaining statistics and report did not prove a problem and were readily available directly on the website of the institutions or during the KIIs.

However, obtaining meetings with officers of institutions and companies has proven difficult especially when it comes to private sector organisations and companies. Most of those contacted were not available for face-to-face meeting and some had to be interviewed over the phone. Many private companies officers who could provide us with information were either on long-term leave or taken up with other commitments.

It is to be noted also that there is a limited number of on the labour market skills in the country and those currently available, especially those produced by the Human Resource Development Council (HRDC), date back to 2012 and are therefore not up to date

### **1.3.2 Limitations in Zambia**

#### ***Lack of Skill Data***

The unavailability of skills data and information was a major limittaion to conducting this survey. Without data, it was not possible to conduct any meaning full skills analysis. The Central Statistical

Office has not yet produced results of the skills survey conducted in 2015 due to lack of financial resources.

### ***Willingness to participate in survey***

Related to point above, key informants in government offices were not willing to participate in the survey and referred to the Central Statistical Office as the official provider of information. The majority of the private sector organisations consulted advised that they were not in a position to respond as they had no knowledge of trends outside their own organisations. Within the healthcare sector in Zambia the responses from the private medical providers were very varied and ranged from disinterest to full engagement with the interview process. The principal message from this sector was that where a skills gap exists and providing that service is economically viable, the private healthcare provider will recruit a skilled person to deliver the service (this is explained in more detail below).

In respect of the public healthcare system interviewees were very reluctant to engage without sanction from the Permanent Secretary of the Ministry of Health, once this was given (in the form of a letter - attached) all assistance was afforded the researcher by the healthcare staff interviewed.

## **2 Overview of the Legal/Institutional Framework of Mauritius and Zambia**

### **2.1 Labour Market Policies & Regulatory Framework - Mauritius**

#### **International Commitments of Mauritius**

The ILO Website<sup>1</sup> shows that Mauritius has ratified 50 ILO conventions of which 38 are in force. It has ratified all fundamental conventions which are the:

- I. Forced Labour Convention, 1930 (No. 29)
- II. Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87)
- III. Right to Organise and Collective Bargaining Convention, 1949 (No. 98)
- IV. Equal Remuneration Convention, 1951 (No. 100)
- V. Abolition of Forced Labour Convention, 1957 (No. 105)
- VI. Discrimination (Employment and Occupation) Convention, 1958 (No. 111)
- VII. Minimum Age Convention, 1973 (No. 138)
- VIII. Worst Forms of Child Labour Convention, 1999 (No. 182)

Amongst the other conventions ratified by Mauritius are 2 priority governance conventions namely:

- I. the Labour Inspection Convention, 1947 (No. 81)
- II. the Tripartite Consultation (International Labour Standards) Convention, 1976 (No. 144)

Mauritius has ratified 40 out of the 177 technical conventions including the Migration for Employment Convention (Revised), 1949 (No. 97) which states that each country having ratified the convention must provide the ILO with:

- a. “information on national policies, law and regulations relating to emigration and immigration;
- b. information on special provisions concerning migration for employment and the conditions of work and livelihood of migrants for employment;
- c. information concerning general agreement and special arrangements on these questions concluded by the Member.”

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<sup>1</sup> [http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200\\_COUNTRY\\_ID:103106](http://www.ilo.org/dyn/normlex/en/f?p=1000:11200:0::NO:11200:P11200_COUNTRY_ID:103106) accessed on 22 April 2016

However, while Mauritius provides information on migration of workers to the ILO, it is not a signatory to the UN International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families which aims at ensuring equality of treatment, and working conditions for migrant workers and local workers, including in case of temporary work.

Moreover, Mauritius, on the contrary of Zambia, is not a signatory of the Private Employment Agencies Convention, 1997 (No. 181) which requires ratifying states to ensure that private employment agencies respect principles on non-discrimination and asks them to cooperate with public employment services.

Mauritius and Zambia are signatories of the SADC Protocol on Employment and Labour<sup>2</sup> which states that:

“In accordance with African Union and ILO instruments on migration State Parties shall endeavour to:m(...) ensure coherence between labour migration, employment policies and other development strategies within the member states;” (2014 p: 19-20)

### The Mauritian Regulatory Framework

The legal framework concerning labour management in Mauritius consists of three main legislations namely:

1. The Employment Rights Act of 2008
2. The Non-Citizens (Employment Restriction) Act
3. The Recruitment of Workers Act (1993)

The Employment Rights Act and the Recruitment of Workers Act deal with all type of workers including foreign ones, the Non-Citizens (Employment Restriction) Act deals directly with foreign workers.

For this study on labour migration, the two main legislation

### The Non-Citizens (Employment Restriction) Act<sup>3</sup>

The employment of foreign labour in Mauritius is regulated through the Non-Citizens (Employment Restriction) Act which dates back to 1973 with amendments and additional regulations in following years. The latest regulation under this act came into force in January 2016.

According to the Non-Citizens (Employment Restriction) Act:

“a non-citizen shall not –

- a. engage in any occupation in Mauritius for reward or profit; or
- b. be employed in Mauritius, unless there is in force, in relation to him, a valid permit and he engages in the occupation, or is employed, in accordance with any condition which may be specified in the permit.”

As a consequence, any person who employs a non-citizen without the appropriate permit is also liable to sanctions.

Under this act, a non-citizen whether resident, holder of a permanent residence permit, or a holder of an occupational permit in the country can engage in any occupation for reward or profit or be employed without a permit as long as he is resident, permanent resident or holder of an occupational permit in Mauritius.

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<sup>2</sup> Available from SADC website at

[http://www.sadc.int/files/5714/6193/6406/Protocol\\_on\\_Employment\\_and\\_Labour\\_-\\_English\\_-\\_2014.pdf](http://www.sadc.int/files/5714/6193/6406/Protocol_on_Employment_and_Labour_-_English_-_2014.pdf)

accessed on 5 May 2016

<sup>3</sup> Ibid

The Act also makes provision for regulations related to work permits. Article 4 (1) of the act states that the Minister of Labour, Industrial Relations, Employment and Training has the “absolute discretion” of granting or refusing a work permit.

The Checklists for Applications for Work Permit published in March 2016 by the Ministry of Labour, Industrial Relations, Employment and Training highlights that Foreign workers should normally be between 20 and 60 years possess the skills, qualifications and experience required for the job applied for. The normal length of contract is four years but contracts may be renewed if services of foreign workers are still required. The textile and clothing sector is an exception as it is allowed to employ expatriates for an initial contract of eight years. Moreover, Expatriates employed at managerial/supervisory/technical levels may be allowed to work for a period of five years or more if there is sufficient ground for such period of employment and if they swear an an affidavit that they will not apply for Mauritian citizenship. The onus in terms of responsibility for the travel of foreign workers from their country of origin and back rests on the employer. Employers are, therefore, requested to bear cost of the air ticket of their foreign workers from their country of origin to Mauritius and back after the expiry of their Work Permit, or for any cause whatsoever.

### The Recruitment of Workers Act (1993)<sup>4</sup>

This Act (a copy of which is annexed) aims at regulating the operation of recruitment agencies. It makes provision for the issue of recruitment licences which authorize a company or an individual to recruit either:

- i. “Citizens of Mauritius for employment in Mauritius; and/or
- ii. Citizens of Mauritius for employment abroad; and/or
- iii. Non-Citizens for employment in Mauritius.”

The Act also defines that an employee recruited should be at least 18 years of age and have given his/her prior consent to the recruitment. Moreover, recruited employees should produce a certificate from the Director of Public Prosecutions attesting that he/she has not been convicted of crime of misdemeanour over the past 10 years. However, as per Article 4 92) of the Recruitment of Workers Act 1993, the Minister of Labour, Industrial Relations, Employment and Training can grant approval of recruitment even in absence of such certificate.

Furthermore, Article 5 of the Act stipulates the responsibilities of the recruiter with regards to employees recruited abroad. The recruiters are thus responsible for the –

- a) “medical examination of every recruited worker before he leaves Mauritius;
- b) ostentation of entry certificates and other documents and the completion of all formalities in respect of every recruited worker;
- c) cost of the onward journey of the recruited worker to the place of work;
- d) return, including the cost thereof, of the recruited worker –
  - i. where his services are no longer required;
  - ii. at the expiry of his contract of employment;
  - iii. where he has been seriously injured at work or he is or is found unfit on grounds of ill-health or inefficiency to perform the duties under his contract of employment; or
  - iv. where there is a state of war in the country of employment;
- e) return, including the cost thereof, of the dead body of a recruited worker who dies whilst in employment abroad, unless otherwise advised by his next of kin.”

The Permanent Secretary of the Ministry of Labour, Industrial Relations, Employment and Training who is by law the licencing authority has the power of revoking the licence of any recruitment agents which is in breach of any of condition attached the licence obtained. This is stipulated in Article 4 (8) of the Act. However, should an agent disagree with the revocation, he or she may appeal against the

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<sup>4</sup> Ibid

decision of the Licensing Authority to the Minister of Labour, Industrial Relations, Employment and Training.

### *Institutional Framework for the Management of Foreign Labour for Mauritius*

#### The Ministry of Labour, Industrial Relations, Employment and Training

The Ministry of Labour, Industrial Relations, Employment and Training (MLIRET) is the focal point for all labour related matters. It has a Work Permit Unit under its Employment division which is directly linked to foreign labour management.

The Employment Division deals with the management of Employment Information Centres, registration, counselling, placement of jobseekers in employment, work permit, inspections and recommendations, collection and publication of statistics on the labour market, including employment and unemployment, provision of advice on matters related to employment, unemployment and training.

It has 3 units which are relevant to the current study<sup>5</sup>, namely:

1. Labour Market Information (LMI) Unit is involved in:
  - a) Data collection and dissemination of labour market information
  - b) The publication of monthly bulletins and quarterly reports on labour market
2. Enforcement, Licensing and Monitoring Unit is responsible for inspections of companies across the island with regard to Work Permit applications, recruitment licences and complaints received from various stakeholders.
3. The Work Permit Unit is responsible for
  - i. processing applications for work permit and issue the work permits within 30 working days.
  - ii. monitoring the employment of expatriates in line with the provisions of the Non-Citizens (Employment Restriction) Act 1973 and in accordance with policies of Government.
  - iii. Processing applications and issue such licenses to local private recruitment agencies. The Permanent Secretary of the Ministry of Labour, Industrial Relations, Employment and Training is the licensing authority as per the Recruitment of Workers Act of 1993.
  - iv. Ensuring that recruitment of workers for employment in Mauritius and abroad is carried out in line with the provisions of the Recruitment of Workers Act 1993.

#### The Board of Investment (BOI)

The Board of Investment is responsible to facilitate the delivery of Occupation Permits<sup>6</sup>, which are a combination of a work permit and residence permit for skilled foreigners who wish to live and work in the country. Their dependents namely their spouse and children under the age of 24 are also eligible for residents' permits.

3 categories of foreigners can apply for an OP:

- i. Investors whose business activity must generate have an initial investment of USD100,000 and having an annual turnover of Rs. 4 Million (about USD 114,300).

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<sup>5</sup> Information available from website <http://www.mauritiusjobs.mu/about/mlire> accessed on 20 April 2016

<sup>6</sup> <http://www.investmauritius.com/work-live/op.aspx>

- ii. Professionals whose basic salary must exceed Rs. 60,000 (approximately USD 1,700) per month except in the ICT sector where the salary threshold is Rs. 30,000 (about USD 860).
- iii. Self-Employed persons whose business activity should earn them an annual income of more than Rs. 600,000 (approximately USD 17,140) for the first two years of activity. The initial investment in their business should be of a minimum of USD 35,000.

The OP is given for a maximum period of three years' but is renewable. Moreover, an OP grants investor investing USD 100,000 and professional earning more than USD 3,000 monthly the right to

Dependents of Occupation/ Residence Permit holders, namely spouse, children up to the age of 24 and common-law partner, are also eligible to apply for a residence permit in Mauritius.

### **Vetting Framework for Mutual Recognition of Qualifications in Mauritius**

Following the enactment of The Education and Training (Miscellaneous Provisions) Act 2005, three institutions are responsible for the recognition and equivalence of qualifications, namely:

- i. The Tertiary Education Commission (TEC) regarding qualifications at post-secondary and Tertiary level.
- ii. The Mauritius Qualifications Authority (MQA) regarding qualifications obtained from vocational and training institutions.
- iii. The National Equivalence Committee (NEC) regarding qualifications at primary and secondary level education

## **2.2 Labour Market Policies & Regulatory Framework - Zambia**

Zambia is in the 2000 Cotonou Agreement on development cooperation between EU and African, Caribbean and Pacific (ACP) countries, which reaffirms commitment to ILO's Fundamental Conventions includes provisions on cooperation on various labour and social issues. (Zambia Labour Market Profile, 2014).

Zambia as a signatory of the African Growth and Opportunity Act (AGOA) in 2000, is subject to removal from AGOA, if the United States finds that Zambia amongst other human rights issues does not endeavour to uphold the International Labour Organisation (ILO) Core Labour Standards and have acceptable minimum wages, hours of work and occupational safety and health. The Table below shows the fundamental, governance and up-to-date Conventions ratified by Zambia.

*Figure 1: Ratified ILO Conventions by Zambia<sup>7</sup>*

Subject and or Right	Convention	Ratified
<b>Fundamental Conventions</b>		
<b>Freedom of association and collective bargaining</b>	C087- Freedom of Association and Protection of the Right to Organise, 1948 C098- Right to Organise and Collective Bargaining Convention, 1949	1996 1996
<b>Elimination of all forms of forced labour</b>	C029 -Forced Labour Convention, 1930 C105 -Abolition of Forced Labour Convention.1957	1964 1965
<b>Effective abolition of Child Labour</b>	C138- Minimum Age Convention,1973 C 182- Worst Forms of Child Labour Convention,1999	1976 2001
<b>Elimination of discrimination in employment</b>	C100 - Equal Remuneration Convention, 1951 C111- Discrimination ( Employment and Occupation) Convention, 1958	1972 1979
<b>Governance Conventions</b>		
Labour inspection	C081-Labour Inspection Convention, 1947 C129-Labour Inspection (Agriculture) Convention,1969	2014 2014
Employment policy	C122-Employment Policy Convention, 1964	1979
Tripatism	C144-Tripatite Consultation (International Labour Standards) Convention, 1976	1978

<sup>7</sup>Source: Zambia Labour Market Profile 2014

Up –to –date Conventions		
Wages	C095-Protection of Wages Convention, 1949 C131-Mimumum Wage Fixing Convention, 1970 C173-Protection of Worker’s Claims (Employer’s Insolvency) Convention, 1992	1979 1972 1998
Industrial Relations	C135- Workers’ Representatives Convention 1971 C154-Collective Bargaining Convention, 1981 C151- Labour Relations (Public Service) Convention, 1978	1973 1986 1980
Migrant Workers	C097- Migration for Employment Convention (Revised) 1949	1964
Child Labour	C124-Medical Examination of Young Persons (Under ground Work), 1965	1967
Freedom of Association	C141- Rural Workers’ Organisations Convention, 1975 (No 141)	1978
Employment Policy	C159- Vocational Rehabilitation and Employment (Disabled persons), 1983	1989
Labour Administration	C150-Labour Administration Convention, 1978	1980
Occupational Health and Safety	C148- Working Environment (Air Pollution, Noise and Vibration),1977 C155- Occupational Safety and Health Convention, 1981 C176- Safety and Health in Mines Convention, 1995 C187- Promotional Framework for Occupational Safety and Health Convention, 2006	2014 1999 2014
Specific Categories of workers	C149- Nursing Personnel Convetion, 1977	1980
Employment Policy and Promotion	C181-Private Employment Agencies Convention, 1997	2014

## The Zambian Regulatory Framework

### The Employment Act, Chapter 268 of the Laws of Zambia<sup>8</sup>

The Employment Act as described verbatim is “An Act to provide legislation relating to the employment of persons; to make provision for the engagement of persons on contracts of service and to provide for the form of and enforcement of contracts of service; to make provision for the appointment of officers of the Labour Department and for the conferring of powers on such officers and upon medical officers; to make provision for the protection of wages of employees; to provide for the control of employment agencies; and to provide for matters incidental to and consequential upon the foregoing”.

The enforcement of the Act is overseen by Labour Commissioners appointed by the Minister of Labour and Social Security (MLSS). The Employment Act governs employees’ rights and provides guidance to recourse in times of dispute. However, aside from providing legal guidance on several issues such as employment contracts, conditions of service and all other issues that arise in the process of employment, the Act does not play a major role in the development of the labour market. One of the criticisms labelled at the MLSS is that it has taken on the role of dispute resolution and arbitration of labour conflicts and missed the opportunity to provide other services such as improving access to labour information, employment advice to both employers and employees etc.

### Employment (Amendment) Act (No. 15 of 2015)<sup>9</sup>

The Employment (Amendment) Act No. 15 was enacted to make amendments to section three of the principal Act. The amendments were made to provide definitions for of casual employment, employee and employment agent. The amendment sought to bring clarity to the differences between an employee (who is paid on contract and assumed to have some skills) and a casual employee (whose employment is not permanent, not required to have any skills and paid an hourly rate). A key informant stated that the amendment was necessitated by the increasing trend of casualization of labour and employers that maintained people in jobs for months and even years and still referred to them as casual labour. In these situations, these employees are disadvantaged. Globalization has posed a lot of challenges to the labour movement in Zambia and the effects of liberalization,

<sup>8</sup> Available online at <http://www.zambialaws.com/Principal-Legislation/chapter-268employment-act.html> accessed on 9 May 2016

<sup>9</sup> Available online at <http://www.parliament.gov.zm/node/4824> accessed on 10 May 2016

privatization and the influx of foreign investors have been more unfriendly to workers. (Zambia Labour Market Profile, 2014). The majority of the key informants alluded to the deterioration of conditions of work as well as the preference of private companies to engage employees on casual and short-term contracts as opposed to long-term contracts.

### The Immigration and Deportation Act 2010

The Immigration and Deportation Act 2010<sup>10</sup> makes provision for the issue of employment permits. Article 28 of the Act states that “the Director-General of Immigration may, in consultation with the Ministry responsible for labour, issue an employment permit to any foreigner outside Zambia who –

- (a) is not a prohibited immigrant;
- (b) belongs to class A specified in the First Schedule
- (c) is employed by the Government of the Republic of Zambia or a statutory body or
- (d) is a volunteer or missionary”

The First Schedule to the act defines Class A as “Any person who intends for gain to engage in any trade, business, profession, employment or other occupation –

- (a) for which the person is fitted by virtue of the person’s academic or professional qualifications, standard of education, skill and financial resources;
- (b) in which, having regard to the productivity and efficiency of the persons already engaged therein, there is not already a sufficient number of persons engaged or available in Zambia to meet the requirements of the inhabitants of Zambia; or
- (c) which is likely to be of benefit to the inhabitants of Zambia generally.”

According to the Ministry of Labour and Social Security there are only guidelines on how to employ overseas workers.

“Zambian employers may apply to the Chief Immigration Officer at immigration officer to employ a foreign worker (s) as long as they are able to establish that there are no Zambians suitably qualified by training or experience available to perform the job.”<sup>11</sup>

The Zambian government generally prioritizes migrants with high socioeconomic status, and does not intend to provide social welfare to new residents, as indicated by the following four tenets of Zambian immigration policy, which are that an immigrant to Zambia:<sup>12</sup>

1. must have a contribution to make in the form of skills, profession, or capital
2. should not deprive a Zambian of employment
3. should not be a charge on the state
4. must be in possession of a permit.

There is the aim to bring in only highly skilled labour but this is difficult to enforce what 'highly skilled' labour is, as definition has not been established and there is no specific policy in place other than the guidelines for entry requirements.

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<sup>10</sup> Available online at [http://www.ilo.org/aids/legislation/WCMS\\_186144/lang--en/index.htm](http://www.ilo.org/aids/legislation/WCMS_186144/lang--en/index.htm) accessed on 10 May 2016

<sup>11</sup> [http://mlss.gov.zm/work\\_permit\\_guide.html](http://mlss.gov.zm/work_permit_guide.html)

<sup>12</sup> <http://www.migrationpolicy.org/article/following-money-chinese-labor-migration-zambia>

## *Institutional Framework for the Management of Foreign Labour for Zambia*

### The Ministry of Labour and Social Security

The Ministry of Labour and Social Security holds the mandate on dealing with all matters pertaining to employment and labour. The Minister of Labour is responsible for enforcing the laws and policies pertaining to the protection of workers' right. The Minister is assisted by labour commissioners who are responsible for the day to day management of labour issues pertaining to enforcing workers' rights and employment conditions to ensuring industrial disputes are well managed and resolved without resorting to labour strikes. Both the Employment Act and the Industrial Relations Act provide for the management of labour activities and empower the Minister and the Labour Commissioners with authority to ensure that labour relations between employs and employers remain cordial and lines of communication always remain open.

### Immigration Permit Committee

There is Immigration Permit Committee in place which is scheduled to meet Tuesdays and Thursday of the week to approve work permit applications. The committee is comprises of officers from the Zambia Police (ZP), the Drug Enforcement Commission (DEC), The Immigration Department and of the Office of the President Special Division. However, the choice of these institutions to compose the committee is not clear and some members have limited knowledge about skills shortages.

## 2.3 Foreign Employment Trends in Mauritius

Mauritius has recourse to migrant workers for certain sectors as shown in the table below.

The main sector employing foreign labour is the Manufacturing sector which employs almost 80% of foreign workers for which work permits have been issued. This situation is attributed by key informants interviewed for this study to the fact Mauritians are less willing to work in factories.

Construction with more than 12% of foreign workers is the second sector most demanding foreign labour.

*Figure 2: Number of valid work permits by Industrial group & sex, as at end of December 2015<sup>13</sup>*

Industrial group	New			Renewed			Grand Total
	Male	Female	Both Sexes	Male	Female	Both Sexes	
Agriculture, hunting and forestry	73	1	74	53	2	55	129
Fishing	11		11	6	1	7	18
Manufacturing	15,027	7,170	22,197	4,542	2,593	7,135	29,332
Electricity, gas and water supply	13	-	13	1		1	14
Construction	2,730	25	2,755	1,770	16	1,786	4,541
Wholesale & retail trade, repair of motor vehicles, motorcycles & personal and household goods	344	13	357	92	6	98	455
Hotel and restaurants	443	87	530	113	24	137	667
Transport, Storage & Communications	98	44	142	78	14	92	234
Financial Intermediation	28	3	31	13	2	15	46
Real estate, renting and business activities	206	17	223	70	7	77	300
Information and Technology	28	5	33	14	2	16	49
Public administration and defence;	12	5	17	1	2	3	20

<sup>13</sup> Source: MLIRET (Employment Division) Employment Service Monthly Bulletin December 2015

<b>compulsory social security</b>							
<b>Education</b>	11	14	25	8	3	11	36
<b>Health &amp; Social work</b>	48	20	68	85	41	126	194
<b>Other community, social and personal service activities</b>	450	92	542	167	46	213	755
<b>Private Households with employed persons</b>	2	8	10	-	-	-	10
<b>TOTAL</b>	<b>19,524</b>	<b>7,504</b>	<b>27,028</b>	<b>7,013</b>	<b>2,759</b>	<b>9,772</b>	<b>36,800</b>

The majority of foreign workers employed in Mauritius come from Bangladesh and India which provide the bulk of skilled manual workers for the manufacturing sector. As can be seen from the table below Bangladeshis (64%) and Indians (16.5%) are the workers who have received the more work permits as at 2015.

Madagascar with 111 new work permits delivered is the only country from the region to provide a sizeable amount of migrant workers. There is scope for more movement of skilled workers from the region to Mauritius.

Figure 3: Number of new work permits issued and renewed work permits by of origin & sex - December 2015

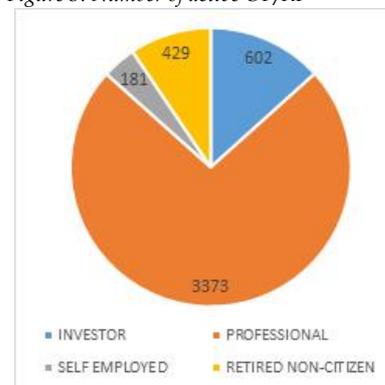
Country	New			Renewed			Grand Total
	Male	Female	Both Sexes	Male	Female	Both Sexes	
<b>Bangladesh</b>	300	32	332	409	155	564	896
<b>China</b>	10	6	16	68	11	79	95
<b>Europe</b>	4	2	6	2	0	2	8
<b>India</b>	88	3	91	125	15	140	231
<b>Madagascar</b>	23	6	29	51	31	82	111
<b>Nepal</b>	2	0	2	1	0	1	3
<b>Sri Lanka</b>	5	4	9	10	12	22	31
<b>Sub Saharan Africa (Excluding Madagascar)</b>	4	0	4	5	2	7	11
<b>Others</b>	5	5	10	2	1	3	13
<b>Total</b>	<b>441</b>	<b>58</b>	<b>499</b>	<b>673</b>	<b>227</b>	<b>900</b>	<b>1,399</b>

In terms of Occupation Permits (OP), the BOI reports that since 2006 over 17,000 Occupation and Residence Permits (RP) have been issued to foreigner professional. There are 4,585 active Occupation and Residence Permit holders currently in the country<sup>14</sup>. The breakdown is given below:

Figure 4: Number of OP/RP issued<sup>15</sup>



Figure 5: Number of active OP/RP<sup>16</sup>



<sup>14</sup> Information available from the website of BOI <http://www.investmauritius.com/work-live/facts.aspx> accessed on 11.07.2016

<sup>15</sup> Source: BOI

<sup>16</sup> Ibid

## 2.4 Foreign Employment Trends in Zambia

The employment market in Zambia is in comparison to the market in Mauritius less structured with most key government entities not having data at hand.

### Labour Force Survey Report

The total volume of migration to Zambia is low, with approximately 16,500 permit applications submitted in 2011. (It is also important to keep in mind that family members are admitted with the permit holder and not on their own separate permits; one permit thus does not necessarily equal one person.)

Zambia is quite open to foreigners: on average, just 5.8 percent of applicants were denied admission over the 2009-12 period surveyed (see Figure below). Educated, investment-focused applicants were favoured for their potential to contribute to the domestic economy.

Figure 6: Number of accepted and rejected work permits as at 2012 - Zambia<sup>17</sup>

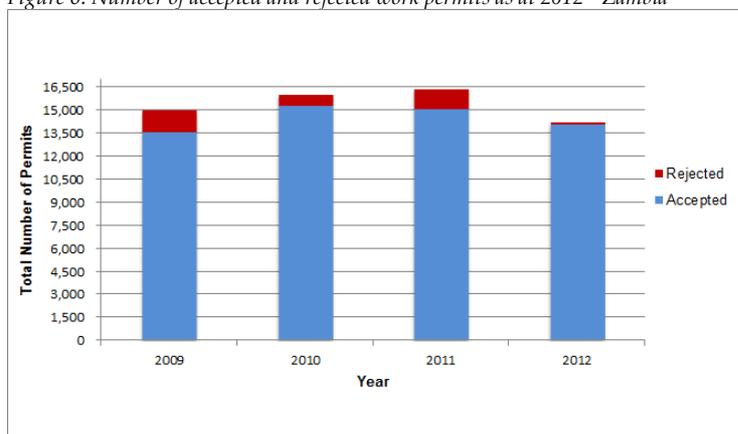
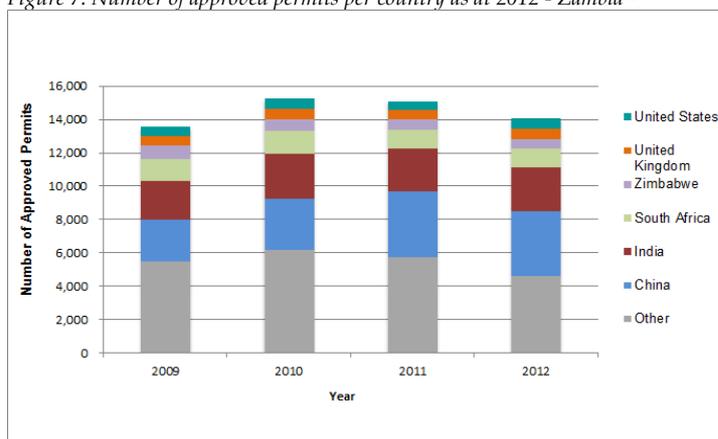


Figure 7: Number of approved permits per country as at 2012 - Zambia<sup>18</sup>



In general, the quality of official statistics is poor; this is especially true for exit records. Those leaving are supposed to turn in their permits and get their passport stamped upon exit; however, most people do not follow these requirements and it is unclear if exit stamps are recorded with any frequency.

<sup>17</sup> Source: Zambian Department of Immigration, *Immigration Permit Details* (Lusaka: Department of Immigration), 2009-12.

<sup>18</sup> Source: Zambian Department of Immigration, *Immigration Permit Details*.

## 3 Shortages/Surplus Trends in Main Economic Sectors

### 3.1 The Case of Mauritius

The Mauritian economy which was heavily dependent on agro-industry, especially sugar production at the time of its independence in 1968, has slowly diversified over the years. The 1970s and 80s saw the creation of the Export Processing Zone and the emergence of a robust textile and clothing industry which is still in activity. The tourism sector was also promoted at the same period in time while the 90s and the 2000 decade saw the setting up of new economic pillars such as the financial sector (which includes the offshore management companies and non-banking financial companies), the Information and Technology sector and the Business Process Outsourcing sector. New sectors are now being sought such as developing an ocean economy sector.

It is against this background that the Human Resource Development Council (HRDC) has conducted 4 surveys on Labour Shortage in 2012 as follows:

1. on the Manufacturing Sector
2. on the Agro Industry Sector
3. on the Financial Intermediation Sector
4. on the ICT/BPO Sector

The surveys main objective was to establish patterns of skills in each of the sectors mentioned and to find out the evolution of skills over the years. The aim of the survey initiative was to help in guiding policy decisions where areas of mismatch were found. In that respect the survey objectives were to make an assessment of labour shortage in the selected sectors, and to identify immediate and future specific skills required. The surveys also helped in establishing profiles of employees required by employers and to make recommendations to policy makers.

This initiative of the HRDC was unfortunately a one-off initiative though the HRDC is currently planning sector surveys as from August 2016<sup>19</sup>.

#### 3.1.1 Manufacturing Sector

The findings of the HRDC in 2012 revealed that the skills in demand were mainly in the low skilled/trades sector and less in the skilled area. The positions are listed below:

1. Machine Operator/Machinist
2. Manual worker
3. Welder
4. Acquisition Editor
5. Carpenter
6. Excavator Operator
7. Mechanic
8. Air Conditioning Technician
9. Indoor sales representative
10. Skilled Fibre Glass Worker
11. Stone setter
12. Merchandiser

According the study, the reasons for the labour shortage in the Manufacturing sector were because of lack of technical skills and the education system that does not meet the market demands. The wrong attitude towards work and an unwillingness to work on shift were also mentioned.

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<sup>19</sup> Information obtained from Dr. Harris Neeliah, Manager of Research and Consultancy at HRDC

StraConsult during its interviews with key informants has been made to understand that the main problem with employment in the Manufacturing sector is not linked to the current unemployment trend of the country. It is linked to the fact that because of their level of education, most jobseekers are not willing to work in factories.

This situation has led companies to hire labour from abroad especially from Bangladesh and India for the textile and clothing as an example.

The Permanent Secretary of the MLIRET argues that the main problem that Mauritius faces in terms of labour shortage is skilled manual workers especially the textile and clothing sector as well as bakeries. The problem cuts across gender consideration as men and women are unwilling to work for these sectors. For him, the age group which is the more affected by labour shortage is the 18 to 30 years one.

Representatives of the Mauritius Exporters Association (MEXA) share the same opinion about the textile and clothing sector. However, they argue that the seafood sector also has the same difficulties in getting manual workers such as fish cleaners. The problem here also cuts across gender and is more pronounced for the age group between 18 and 40 years old.

The representative of the Board of Investment (BOI) which provides occupational permits to professional foreigners coming to work in Mauritius argues that with regards to professionals it is mainly technical specialist such as engineers and middle management staff which are lacking in the country. The age group which is more affected are those between 20 and 45 years.

They were all agreeable that there is no skills surplus in the manufacturing sector.

With regards to skills needed in the next five years, the Permanent Secretary and MEXA officials believe that skills will be needed in the manual workers' category while the representative of BOI believes that engineers will be the main skills required.

The Group Head of People Strategy &OD of RT Knits, one of the lead garment factories in Mauritius also believes that there only area shortage of labour in the textile and clothing sector in Mauritius is for floor workers and not middle management and management.

### **3.1.2 Agro and Food Processing Sector**

The findings of the survey of HRDC on the Agro-processing manufacturing sector showed that the top jobs in demand according to those in the sample interviewed by HRDC who would be recruiting were again in the semi-skilled and low skilled jobs rather than the skilled one. Amongst jobs in demand in 2012 were:

1. Factory operator
2. Driver
3. Packer
4. Office clerk
5. Salesman
6. Quality controller

StraConsult met the Secretary General of the Mauritius Chamber of Agriculture. She argued that there is a real shortage of workers in the agricultural sectors especially manual workers. Moreover, new development in the agricultural and agro-processing sectors require new skills which are not available because the educational system is not providing training in those fields namely, biotechnology and agroecology. The development of the agro-industry is curtailed by this lack of technical know-how.

She argues that the main problem that Mauritius faces is skilled manual workers to work in the fields. The problem cuts across gender consideration as men and women are unwilling to work for this. For her, the age group which is the more affected by labour shortage is the 18 to 30 years one.

She argues that in such conditions, there cannot be any surplus which could be sent abroad. However, Mauritians have special skills in sugar cane production and sugar production which could be useful in the region.

With regards to skills needed in the next five years, she argues that there will be a need manual workers but also bio-technicians to launch agro-processing activities such as hydroponic cultivation and aquaculture.

StraConsult also met with the Human Resource Manager of the main tuna processing and canning factory of Mauritius. Out of the 4,300 employees the company has, some 37% are expatriates working mostly in low skilled jobs such as fish cleaners and helpers. Because of difficulties to get workers locally, the company has to recruit some 600 expatriates each year to fill up vacancies it has due to the constant expansion of its operations.

A special case is further developed later in the report for potential circular migration from Zambia to Mauritius in this sector.

### **3.1.3 ICT/BPO Sector**

The study of the HRDC shows that this sector is one where there is employment of expatriates to fill jobs as there is a deficit of skills among locals. The report highlights that “1337 Occupation Permits were issued for Professionals by the Board of Investment (BOI) from October 2006 to January 2012.” (2012: p 24)

The most jobs for which work permits were issued by the Ministry of Labour and Industrial Relations in 2011 were:

- Software Developer;
- Software Engineer;
- Telecommunications Technician;
- Telecommunications Engineer;
- IT Developer;
- IT Technician;
- Telecommunications Lineman;
- Project Manager; and
- Translator.

StraConsult interviewed the Board of Investment and the President of the Mauritius IT Industry Association (MITIA) about skills shortages and surplus in the sector.

The President of MITIA stressed the fact that amalgamating ICT and BPO is one of the fundamental flaws of the interpretation of the sector. ICT is one sector which is completely different from BPO as ICT focuses on technical aspects and require specialised skills while BPO does not require specialised skills but a good level of academic education to be able to service clients.

He argues that there is a shortage of skills in the ICT sector and this is irrespective of gender. However, in terms of age group, the 25 – 35 years old are the more affected.

The representatives of BOI expressed the same feeling about making a difference between the ICT and the BPO sectors.

With regards to the BPO sector, there is a difficulty to find women workers to work in the call centres. Women have shown better competence to be good as phone agents as compared to their male counterparts and are therefore more in demand. However, this sector works outside normal office hours due to time difference for overseas clients. Women tend to be less inclined to work outside normal hours.

In terms of skills needed for the ICT sector the President of MITIA, and representative s of HRDC, of Youth Employment Programme (YEP) and of BOI concur that there is a current need for the following skills. These needs will also be valid for the next five years:

- i. Software developers
- ii. Programmers
- iii. Software Engineers
- iv. Computer network specialists
- v. Digital Marketing engineers
- vi. IT project Managers
- vii. Graphic Designers specialised in 3D animations
- viii. Social Media Specialist
- ix. Mobile Applications Developers  
Java Applications Specialists

### **3.1.4 Financial Intermediation Sector**

The HRDC survey on the Financial Intermediation Sector revealed that almost three-quarter of the respondents (73%) the sector was not facing a labour shortage in 2012.

Moreover, 46% of the respondents were confident that the situation of labour shortage would improve in the next five years. One quarter of respondents also said that the situation would be worsening for the sector and 29% said that the situation would remain constant.

The top ten jobs that were difficult to fill according to employers of the sector included mainly:

1. Senior Auditors
2. Junior Executive
3. Accountants
4. Accounts Clerk
5. Credit Risk Officer
6. Forex Dealer
7. Relationship Manager
8. Risk Consultant
9. Advisor in Finance
10. Trade Finance

### **3.1.5 Tourism Sector**

The Chief Executive of AHRIM explained that skill shortages in the Hotels and Accommodation sector exist in three of the main services which are Food and Beverages, Housekeeping, Front Office. At management level there is actually a surplus.

He stated that the problem of skill shortage is more pronounced in the Food and Beverages service.

However, the Chief Executive of AHRIM stated that he cannot give more precise information about the exact amount of skills needed in each of these departments and on the sector in general as there are discussions under way between the Ministry of Tourism and other instances about skills mismatch in the sector. There are discrepancies also at statistical level which renders the whole exercise of providing accurate data very difficult.

It must be noted that a document from the Ministry of Tourism and External Communications published in September 2015<sup>20</sup> gives guidelines concerning the delivery of work permits and occupational permits for the Tourism Sector.

According to this document, priority should be given for skills available locally except for scarcity areas of which the main one are given below:

1. Chef
2. E-marketing specialist
3. Guide/Interpreter/Guest Public Relations other than English and French)
4. Spa therapist

It is to be noted that the recruitment of two Chef is allowed per hotel without having to refer to the Ministry of Tourism and External Communication for approval.

### **3.1.6 Construction Sector**

The construction sector is the second sector where there is the most recourse to foreign labour in Mauritius. As at December 2015, 4,541 valid working permits for foreign workers in that sector.

Government has announced a series of infrastructural development such as the smart cities, the Heritage City which entails the transformation of Highlands region in the central part of Mauritius into an administrative centre. Information published on Government's official website also informs that there are plans like the new road decongestion programme, the restructuring and extension of the port, the redevelopment of the airport, among others which will bring along a boost of the construction sector<sup>21</sup>. In that respect, there would be a need for workers in the sector.

Key informants interviewed from the HRDC and the Youth Employment Programme have indicated that construction is one area where there is a need for semi-skilled and low skilled workers. The workers which are in demand are:

1. Masons
2. Carpenters
3. Bar-benders

Representatives from construction companies informed that they employ workers with special technical skills on short-term contracts when they get projects which require such skills. For example, road engineers or specialists in bridge construction. Some of these skills are sourced from South Africa.

### **3.1.7 The Ocean Economy**

In its programme presented in January 2015<sup>22</sup>, the Government has put emphasis on the development of an Ocean Economy. The programme states:

“Government is committed to making Ocean economy an important industry to sustain economic diversification, job creation and wealth generation.” (2015: p 47).

The Ministry of Fisheries has been renamed into the Ministry of Ocean Economy, Marine Resources, Fisheries, Shipping and Outer Island and institutions such as the Mauritius Institute of Oceanography as well as all ocean related activities are now working under the aegis of that Ministry.

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<sup>20</sup> Available [http://op.investmauritius.com/Download/Communicate\\_MoTEC.pdf](http://op.investmauritius.com/Download/Communicate_MoTEC.pdf) at accessed on 12 May 2016

<sup>21</sup> <http://www.govmu.org/English/News/Pages/Towards-the-modernisation-and-professionalisation-of-the-construction-industry-in-Mauritius.aspx> accessed on 5 May 2016

<sup>22</sup> Available Online at <http://www.lexpress.mu/sites/lexpress/files/attachments/article/2015/2015-01/2015-01-27/govprog2015.pdf> accessed on 4 May 2016

We have met the officer in charge of the Ocean Economy at the Board of Investment. He explained that as this sector is now emerging, there is a need for skills which are currently not available. The Ocean Economy sector comprise of subsectors such as Leisure Cruise Development, Aquaculture, Ship Registration and Deep Ocean Water Applications (DOWA). For each of these subsectors, a series of skills are needed which are not currently available:

Leisure Cruise:

- Hospitality related staff,
- Vessel technicians,
- Ship Management specialists

Ship Registration:

- Marine Inspectors
- Marine commerce specialists
- Marine Finance Specialist

Aquaculture:

- Marine biologist
- Food technologist
- Software engineers

DOWA

- Sea Water Air Conditioning (SWAC) Engineers,
- SWAC technicians,
- Marine Environmentalists

### 3.1.8 Health Sector

The latest statistics from the Ministry of Health and Quality of life shows that as at December 2015, there were 2,550 doctors registered with the Medical Council of the Republic of Mauritius, that is 20.2 doctors per 10,000 populations.<sup>23</sup>

Mauritius has a therefore a high density of doctors and the pool of doctors available in the country represents a source which could be used by countries of the region. As a matter of fact, the Permanent Secretary of MLIRET indicated during his interview that one of the areas where he feels there could be export of labour from Mauritius was amongst medical practitioners especially doctors.

The Ministry of Health of Botswana has sent a delegation to Mauritius in December 2015<sup>24</sup> to evaluate the potentiality of having Mauritian general practitioners to come to work in Botswana.

This has led to a first call for Mauritian doctors to apply for jobs in Botswana<sup>25</sup>. The notice of vacancy indicates that the contract period is initially for 2 to 3 years but renewable. It also details of salaries, and other terms and conditions of employment.

About a hundred general practitioners are expected to move to Botswana from Mauritius.

A special case in made later in the report about the potential of circular migration of generalist doctors from Mauritius to Zambia.

## 3.2 The Case of Zambia

Zambia has high rates of unemployment, youth unemployment, and underemployment. (Zambia Labour Market Profile, 2014). This is despite recent positive economic growth. According to this report, economic gains have failed to create employment because the growth has been driven by investments in mining industries and higher copper prices, which create few jobs compared to the investments made. Other factors such as privatisation and other economic reforms have also led to high levels of unemployment as parastatals were either restricted or downsized resulting in huge job

<sup>23</sup>Ministry of Health and Quality of Life, June 2015, Health Statistics Report 2015 obtained from Mr. Nasser Jeeanody, Chief Health Statistician of the Ministry of Health and Quality of Life

<sup>24</sup> Information retrieved from L'Express Online, <http://www.lexpress.mu/article/273048/au-botswana-emploi-medecins-mauriciens-presque-finalise>

<sup>25</sup> A notice of vacancy has been posted on the website of MLIRET called Mauritius Jobs. This notice is available online at <http://www.mauritiusjobs.mu/documents/downloads/Vacancies%20MOH%20Botswana.doc>

losses. This is confirmed by the Situational Analysis of Current Practices in Labour Market Information Systems in Zambia (2004) that states that formal wage employment declined due to privatisation and more people were forced to seek refuge in the rapidly expanding informal sector.

The report further alludes to worsening employment situation as a result of labour rationalization measures in both the public and parastatal sectors that had led massive job layoffs in the mid-1990s. Up to date this trend has continued with rising unemployment and a growing informal sector. Out of the total employed population, 89% have informal jobs. (Zambia Labour Market Profile, 2014). Many people in Zambia work as hired labour in agriculture or as subsistence farmers managing their own farms. The Labour Market Profile states that out of all informal employment, 78% was in agriculture, but even among non-agricultural workers, 65% are employed in the informal sector. The profile also reports that more women (70%) than men (61%) work in the non-agricultural informal sector. It is evident that agriculture plays a major role in employment creation in the Zambian labour market as stated above. This is also confirmed in the Selected Socio-Economic Indicators 2013 (CSO) that defines the economic sectors as being either Primary or Secondary sectors based on their employment generation capacity. The Primary Sector comprises agriculture, forestry and fishing; and mining and quarrying. The Secondary sector comprises construction and activities at corporate and household levels. The Zambia Labour Market Profile (2014) resolutely states that agriculture is by far the single largest employment sector in Zambia and absorbs around 73% of the employed (both formal and informal). The second largest employment sector is trade, restaurants and hotels, where around 10% of the labour force is employed. Outside agriculture, women tend to find employment in trade and in public administration. Some sectors are male dominated, but otherwise there are not very apparent gender segmentations on the labour market.

Key Interviews were held with 51 selected Informants to gather qualitative information on the Zambian labour market. The Key Informants drawn from various sectors of the economy provided information based on their experience and knowledge of the sectors they worked in. It is however, important to state that this information is not supported by any data. Although personnel from the government under the Ministry of Labour and Social Security (MLSS) and the Central Statistical Office (CSO) were interviewed as Key Informants, they were not able to provide current data to support this LMSG. One of the Key Informant from the Ministry stated that employment and skills trends analysis in Zambia has been hampered by the lack of information and reliable data. It was mentioned that the MLSS in conjunction with CSO and other stakeholders had conducted a demand-side labour force survey in 2015 but the data was yet to be analysed and packaged for dissemination.

Information gathered during KIIs indicated that Zambia does not have a shortage of labour but rather that there was a significant disparity between the quality of labour demanded by industry and that which was being produced from the academic and skills training institutions. This assertion was almost unanimous with all key informants. The findings indicate that sectors such as construction, Health, ICT and manufacturing lacked personnel with specialized skills although there were people who were working in those fields. It is generally agreed that the problem of youth unemployment is made worse by the skills gap between demanded and supplied labour (Skills Gap Survey Report, ZFE 2015).

### **Construction Sector**

A number of informants (6 out of 15) cited the construction sector as one that had many artisans who were performing jobs they did not have the required skills for.

### **Manufacturing Sector**

Another key informant alluded to the fact that the lack of value addition to goods produced in Zambia was partly due to the lack of specialist skills and technology.

## Service Sector

A majority of KI alluded to the shortage of skills in the services sector and this included the provision of specialized services in ICT, hospitality, engineering and media. Generally, Key Informants were of the view that whereas there was no shortage in terms of numbers (except in some selected sectors, particularly in health), there was definitely a shortage of technical skills, subject matter specialists, skilled artisans and tradesmen.

All the KI interviewed argues that the lack of appropriate skills within the labour force was due to the type of training given out in trades and academic institutions. Some key informants attributed the emphasis on academic excellence rather than practical training as a major reason for the poor quality of graduates that were being produced. These KI were of the view that a deliberate policy was required to ensure that students received training that not only taught theory but also emphasized on practical training through internship and apprenticeship. The Skills Gap Analysis Survey conducted by the ZFE indicated that there were gaps in terms of both numbers and actual competences in the labour market and that these gaps differ from occupation to occupation. The survey report: ‘Inadequate training, inadequate qualified people for certain occupations, poor interpersonal relations, poor team work skills, lack of leadership skills and general lack of proficiency’ as some of the issues leading to the skills gap. The report concluded that it was imperative for further studies to be carried out to establish exactly what pertains in various sectors as was done in the mining sector to provide more robust information that would be useful for strategic solutions. As has been found in this survey, the ZFE survey also reported that generally employers indicated that newest graduates in the labour market were lacking practical employability skills. Collaboration between industry and training institutions to address these gaps was also recommended.

An emerging trend on employment and skills observed that there more unskilled and semi –skilled people being employed than were skilled professionals. ‘Many skilled professionals in the country find themselves doing jobs they are not trained for because they cannot find work in their areas of training. Instead they take whatever is available’. (Key Informant Interview). Another Key Informant stated that many foreign companies are allowed to bring in their own skilled personnel without any requirement of them to train local people, Zambian professionals cannot access jobs at management levels. A review of the Research and Policy Annual Report (2015) of the Zambia Development Agency (ZDA) found that the highest number of jobs created and taken by local personnel were elementary positions. The report stated that highest number of employment created was recorded in the elementary occupations category, with 2,841 jobs created.

### 3.2.1 Interview Findings Health & Medical Sector

Based on the findings from the KII’s, the health sector is one of the worst affected by the lack of specialist skills. The consultants opted to ‘drill-down’ in more detail into Health sector skills requirements in Zambia. To this end 33 Key Interviews were conducted with service providers within the Zambian health care system. A broad cross-section of the health sector was taken in order to best examine in detail both the needs that they have for their own institutions as well as their perceptions of the broader health-care sector and the overall state of the skills in Zambia.

As well as all 33 KIIs from the healthcare sector in Zambia who referenced ‘Health’ as a sector experiencing a labour shortage within the country 4 of the non-health KIIs also believed that “Health” or “Doctors” were sectors experiencing a shortage which strongly indicates that there is a common perception amongst Zambian professionals that the health service is an understaffed that lacks certain skill-sets.

When members of the Zambian health sector were interviewed they reflected concerns both about the skills deficits directly impacting on them/their business and on the wider sector with which they interact professionally.

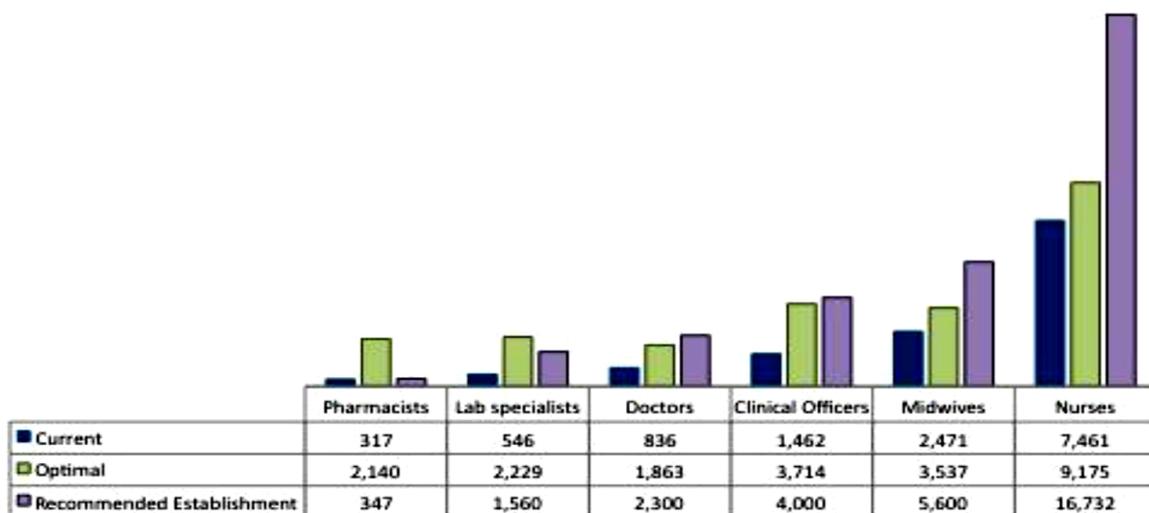
When the medical KIIs were answering questions in relation to the skills gaps in the Zambian medical system the skills gaps identified were all recognized as ‘technical’ in nature, i.e. none of the medical staff interviewed responded that they saw deficits in the skills of either administrative or management staff in their areas of expertise. Within the specific areas of medical specialties that were seen to have skills gaps both medical and surgical fields were identified as well as obstetrics, gynaecology, pathology, psychiatry, cardiology, anaesthesiology. When the skills gap in the provinces (taken by the interviewees to be in the rural areas of Zambia) were addressed the deficiencies in obstetrics and gynaecology in these areas were commonly identified.

In summary, in relation to the skills identified as being missing at the moment and needed within the next five years in Zambia, the areas of main concern were the highly-skilled sub-specialties of both medicine and surgery that are now either provided by foreign doctors brought into Zambia or for which the patients are forced to leave the country to, in general, South Africa, Dubai or India to receive treatment.

In terms of non-doctor skill gaps, specialist nurses, particularly for non-communicable diseases were identified as being needed, e.g. diabetes, cardiac care, urology, hypertension nursing specialists. A nursing grade below that of general nurse was also identified as a skills gap, i.e. a trained person who could perform ‘simple’ medical tasks such as changing dressings etc.

In all sections of the healthcare system the Zambian government’s own research has shown that the staffing levels are considerably below those needed as shown in the chart below<sup>26</sup> ( )The country faces a nationwide shortage of 9,271 nurses (vacancy rate of 55%), 2,538 Clinical Officers (vacancy rate of 63%), and 1,464 doctors (vacancy rate of 64%).

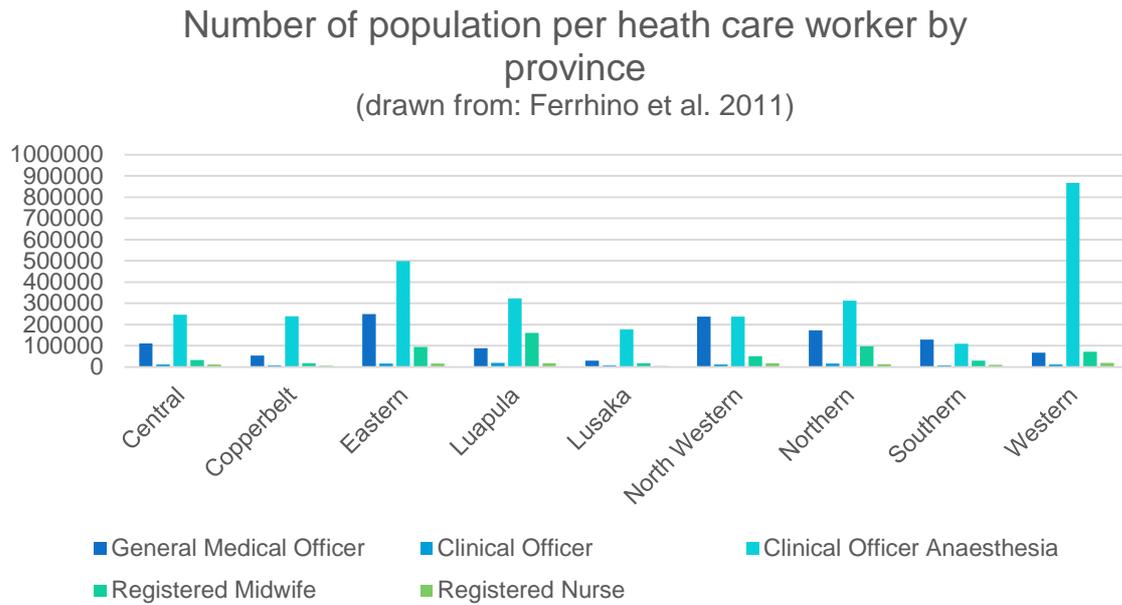
Figure 8: Staffing Level in the Health Sector in 2010 - Zambia



Moreover, the distribution of healthcare workers is skewed toward urban areas, with 159 health care workers per 100,000 persons in urban districts as compared to 70 per 100,000 in rural districts, this disparity is exacerbated when account is taken of the fact that 60% of the country’s population live in these rural areas. When the number of population per health-worker is examined a striking picture emerges; taking a number of the medical grades mentioned above as instructive:

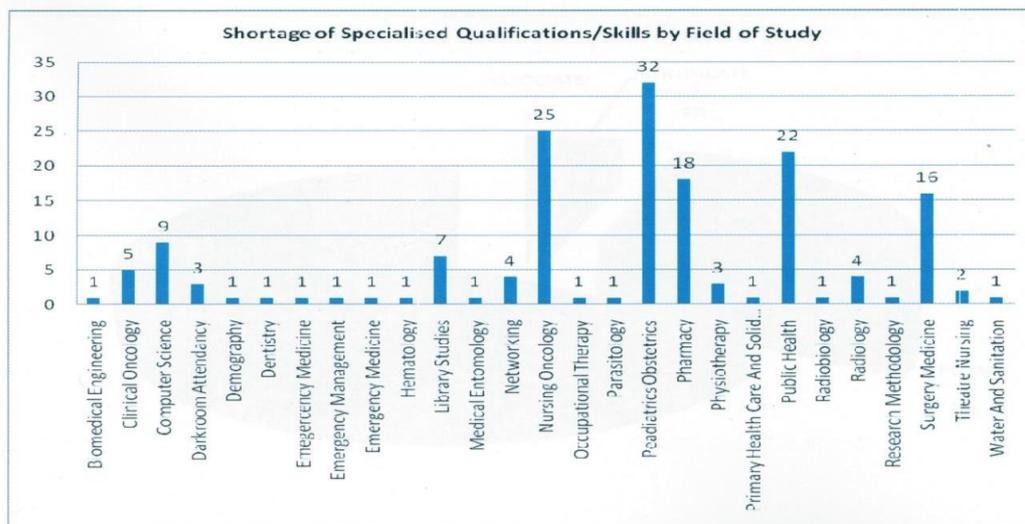
<sup>26</sup> Source: Ministry of Health: National Community Health Worker Strategy in Zambia. Lusaka: MoH; 2010

Figure 9: Number of Population per Health Care Worker by Province, 2011 - Zambia



The above figure illustrates the strain on the Zambian health system as it can be seen, for example, that the population per doctor (General Medical Officer) ranges from almost 250,000 in the Eastern Province to 29,000 in Lusaka; when compared to the figures in Mauritius where there are about 500 persons per doctor.

Figure 10: Skills Gap Figures in the Zambian Healthcare System - Zambia



These figures of the chart above, are drawn from a study conducted by the GRZ into Rare Skills in Zambia in 2016 and clearly show the specific areas of specialist training and skills that are lacking in the health sector in the country. This data has been further refined to state, for example, that the Cancer Disease Hospital in Lusaka has 31 positions vacant for those medical staff with specialist skills (clinical oncology 5, nursing oncology 25, haematology 1).

It was also notable that of the above skills required within the health system 66% were at post-graduate level – this further corroborates the opinion expressed by most interviewees that the gaps in skills in the Zambian health system are for medical staff following their graduation with their basic qualification. It is clear from this evidence, therefore, that the recruitment and training policies within the Zambian health system must include both up-skilling existing personnel and the targeted employment of personnel holding advanced degrees/training in specialist fields such as those listed above.

## 4 Labour Market Deficits & Surplus Analysis

Based on information gathered from the KIIs in Mauritius and from KIIs in Zambia, the following skills deficits and surpluses have been identified in both countries. The information is presented in tabular form for ease of understanding.

### 4.1 Mauritius

#### 4.1.1 Skills shortages by sector

Figure 11: Sectoral Analysis of Current Skills Shortages and Skills required in 5 years in Mauritius

Sectors	Skills currently required	Qualifications	Skills required in the next 5 years	Qualifications
<b>Manufacturing:</b>				
<i>Textile and Clothing</i>	Machinist Floor supervisors Production engineers	Basic or Lower Secondary Secondary with floor experience Vocational qualifications in Fashion and Textiles; Manufacturing Sewn Products; Creative Techniques in Fashion; Apparel, Footwear, Leather or Textiles Production; or Apparel Manufacturing Technology	Machinists Floor supervisors	Basic or Lower Secondary Secondary with floor experience
<i>Bakery</i>	Bakery operators	Primary education	Bakery operators	Primary education
<i>Fish Processing</i>	Fish cleaners Other manual operator	Primary education	Fish cleaners Other manual operator	Primary education
<b>Agro-Industry</b>	Labourers and other semi-skilled workers Bio-technicians	Primary education Bachelor's degree in Biology	Agroecologist Bio-technicians	Degree in Agroecology Bachelor's degree in Biology or more
<b>ICT</b>	Software developers Programmers	B.Sc. Software Engineering	3D animations specialists	Degree with major in design or computer engineering. Mastery of important software such as

	<p>Software Engineers</p> <p>Mobile Applications Developers</p> <p>Java Applications Specialists</p> <p>Computer network specialists</p> <p>Digital Marketing engineers</p> <p>IT project Managers</p> <p>Graphic Designers specialised in 3D animations</p> <p>Social Media Specialist</p>	<p>B.Sc. Software Engineering</p> <p>B.Sc. Telecommunication &amp; Networking</p> <p>Degree in Internet marketing, knowledge of basics of search engine marketing, pay-per-click advertising, and web analytics</p> <p>Degree in IT or Degree in Computer Science;</p> <p>Degree in Design and Technology</p> <p>Degree in Computer Science, knowledge of basics of search engine marketing, advertising, and web analytics</p>		<p>Adobe Creative Suite, modo, Softimage or AutoCAD</p>
<b>Tourism</b>	<p>Chef</p> <p>E-marketing specialist</p> <p>Guide/Interpreter/Guest Public Relations other than English and French)</p>	<p>Higher Diploma in Restaurant and Bar Management At least five years of experience</p> <p>Degree in Marketing. Degree in Internet marketing, knowledge of basics of search engine marketing</p> <p>Secondary or Diploma level with mastery of foreign language such as Dutch, Spanish, Mandarin, Japanese</p>		

	Spa therapist	Diploma in Spa operations 2 years experience		
<b>Construction</b>	Masons Carpenters Bar-benders	} Primary education	Masons Carpenters Bar-benders	} Primary education
<b>Ocean Economy</b>				
<i>Leisure Cruise</i>	Hospitality related staff,  Vessel technicians,  Ship Management specialists	Diploma in Hospitality Management, Food and Beverages, House Keeping  Degree in Electronics, Engineering  Degree level with expertise in project management, , international business, marketing management and information technology, Supply chain management and strategy, Operations management Law and transportation	The sector being new all the skills currently required will still be required in the next five years.	
<i>Aquaculture</i>	Marine biologist  Food technologist  Software engineers	Degree in Marine Biology, or Degree in Biology with specialisation in Ecosystems  Degree in Food science, biology, chemistry or related field		
<i>Ship Registration</i>	Marine Inspectors  Marine commerce specialists  Marine Finance Specialist	Degree in Marine engineering, naval architecture  Degree in accounting and finance with knowledge of freight economics		

<b>Deep Ocean Water Application</b>	Sea Water Air Conditioning (SWAC) Engineers,  SWAC technicians,  Marine Environmentalists	Degree in Marine Biology, or Degree in Biology with specialisation in Ecosystems		
<b>Sectors</b>	<b>Skills currently in excess</b>	<b>Qualifications</b>		
<b>Health</b>	Medical Doctors - Generalists	Bachelor of Medicine and Bachelor of Surgery (MBBS) with		
<b>Engineering</b>	Civil Engineers	Degree in Civil Engineering with or without prior Experience		
<b>Finance</b>	Accountants	Degree in Accounting with ACCA level 3 or equivalent		
<b>Legal</b>	Lawyers	LLB with or without experience		

## 4.2 Zambia

### 4.2.1 Skills shortages by sector

Figure 12: Sectoral Analysis of Current Skills Shortages and Skills required in 5 years in Zambia

Sectors	Skills currently required	Qualifications	Skills required in the next 5 years	Qualifications
<b>Health</b>	Specialist doctors	MBBS with specialisations	Surgeons	MBBS with specialisation in Surgery
	Specialist nurses	Diploma in nursing with specialisation	Specialist doctors	MBBS with specialisations
	Generalists	MBBS		
	Obstetricians	MBBS with specialisation in obstetrics		
	Cardiologists	MBBS with specialisation in Cardiology		
	Surgeons	MBBS with specialisation in Surgery		

<b>Agro-Industry</b>			<p>Agronomists</p> <p>Farm Managers</p> <p>Disease Prevention &amp; Control</p> <p>Specialised Machinery Handling</p>	<p>Degree in agricultural science</p> <p>Degree in agriculture with knowledge of agricultural engineering; crop management; farm business management; horticulture; land/estate management</p> <p>These skills are not currently met due to lack of specialised training institutions in Zambia</p>
<b>ICT</b>	<p>Application Developers</p> <p>Network intelligence</p>	<p>B.Sc. Software Engineering</p> <p>B.Sc. Telecommunication &amp; Networking</p>	Graphic Designers	<p>Degree with major in design or computer engineering. Mastery of important software such as Adobe Creative Suite, modo, Softimage or AutoCAD</p>
<b>Construction</b>	<p>Masons</p> <p>Carpenters</p> <p>T-bricklaying, carpentry</p> <p>Site clerks</p> <p>Supervisor of Skills</p>	<p>Primary education</p> <p>Primary education</p> <p>Primary education</p> <p>Secondary and experience in construction sector</p> <p>Secondary and experience in construction sector</p>	<p>Road &amp; building Maintenance operators</p> <p>Painters</p> <p>Aluminium welders</p> <p>Dry wall specialists</p>	<p>Secondary and experience in infrastructural building</p> <p>Primary education</p> <p>Primary education with experience in aluminium</p> <p>Primary education with experience in dry wall</p>
<b>Mining</b>	<p>T-Welding operators</p> <p>Geologists</p> <p>Riggers</p> <p>Mine Supervisors</p>	<p>Primary or Secondary with experience</p> <p>Degree in Geology</p> <p>Secondary with on the job experience</p> <p>Secondary with experience in mining operations</p>	<p>Riggers</p> <p>Heavy machinery operators</p> <p>Plastic welding</p>	<p>Secondary with on the job experience</p> <p>Primary education with experience</p> <p>Primary education with experience</p>

<b>Manufacturing</b>			Food processing operators Non-Food processing operators	Primary education Primary education
<b>Education</b>	Science teachers  Computer teachers	Diploma or Degree in science (Physics, Chemistry, Biology)  Degree in Computer Sciences	Science teachers  Computer teachers	Diploma or Degree in science (Physics, Chemistry, Biology)  Degree in Computer Sciences
<b>Sectors</b>	<b>Skills currently in excess</b>	<b>Qualifications</b>		
<b>Education</b>	Teachers	Diploma in Teaching		
<b>Engineering</b>	Construction Engineers	Degree in Civil Engineering		
<b>Finance</b>	Accountants  Economists	Degree in Accounting with ACCA  Degree in Economics		

### 4.3 Analysis of Potential Exchanges of Labour

Based on the information gathered on skills deficits and surpluses in both countries, we come up with two sectors where there is a high potential of exchange between the two countries. The potential for exchange for general practitioner doctors from Mauritius to Zambia has high potential. Similarly, the potential of sending Zambian workers in the fish processing sector of Mauritius also has high potential. The two cases are presented below

#### *The Case of General Practitioners*

As per the latest statistics available from the Ministry of Health and Quality of Life, Mauritius had as at end of December 2015 2550 medical practitioners including 788 specialists. There are therefore some 1762 general practitioners in the country. These doctors are all registered at the Medical Council of Mauritius and are therefore eligible to work in hospital, private clinics and in private practice in Mauritius.

The table below provides statistics about the evolution of the number of medical doctors in Mauritius from 2007 to 2015.

Figure 13: Doctor to Population ratio from 2010 to 2015 - Mauritius

Y E A R	2010		2011		2012		2013		2014		2015	
	Number	Per 10,000 Population										
<b>DOCTOR</b>												
<b>Employed by Ministry of Health</b>	967	7.7	970	7.7	1,000	8.0	1,054	8.4	1,077	8.5	1,111	8.8
<i>- of which specialists</i>	-288		-284		-284		-290		-300		-301	
<b>In private practice</b>	533		591		722		992		1,352		1,439	
<b>T O T A L</b>	<b>1,500</b>	<b>12.0</b>	<b>1,561</b>	<b>12.4</b>	<b>1,722</b>	<b>13.7</b>	<b>2,046</b>	<b>16.2</b>	<b>2,429</b>	<b>19.3</b>	<b>2,550</b>	<b>20.2</b>
<i>Of which specialist*</i>	-610		-642		-676		-718		-734		-788	

The ratio of doctors to population stood at 20.2 per 10,000 (2.02 per 1000) in 2015 while it was 12 per 10,000 in 2010. There has therefore been a rapid increase in the number of doctors in Mauritius and this has been confirmed by the chairperson and the registrar of the Medical Council of Mauritius which is responsible to register doctors who may practice in the country. The chairperson explained that he estimates that some 300 to 400 doctors and mainly general practitioners are currently jobless due to the fact that public hospitals cannot recruit all of them and that private practice is also saturated. Most of these doctors have studied in China and have undergone internship in Mauritius.

Moreover, he estimates that there are some 50 to 100 would-be doctors who come back to Mauritius after studies abroad each year. The problem is that these would-be doctors cannot complete their internship in China as there is a language barrier and they have to come back to Mauritius. The Ministry of Health and Quality of Life cannot take all these would be doctors for internship in public hospitals and therefore the problem of surplus gets accentuated. The representatives of the Medical Councils estimate that there are currently about 150 would-be doctors waiting to undergo their internship. Should there be some 50 other would be doctors each year, the situation would become a serious one.

In that respect, the possibility to work abroad is most welcomed. The Medical Council of Botswana has already made a first step and has interviewed about 150 general practitioners. They intend to recruit about 100 of them.

Zambia as compared to Mauritius has a deficit in doctors and this was highlighted during KIIs. As per data available from the World Bank dating back to 2012<sup>27</sup>, the rate of physician to 1000 population stood at 0.2. In other words, for a total population which is more or less 13 million, there are 2,600 doctors only.

In that respect, there is a serious case for the movement of doctors from Mauritius to Zambia.

Mauritian doctors have the advantage of being fluent in English and of proximity to the mainland as compared to doctors coming from Asia or Europe.

It must be noted that generalist doctors salaries in public hospital is around 1,600 US Dollars monthly based on the latest Pay Research Bureau report 2016 which determines salary increments and scales for the public sector.

### ***Fish Processing Sector***

Most of the sector representatives StraConsult has met in Mauritius have informed that they do not have enough information about skills availability in Zambia and to a large extent in the SADC region to be able to give an indication of their interest for recruitment in Zambia.

Based on the current situation in the manufacturing sector which is the main sector employing expatriates currently, StraConsult has looked at food processing as a potential area where Zambia could provide labour to Mauritius. In that respect, the Human Resource manager of the leading fish processing company in Mauritius, Princes Tuna (Mauritius) Ltd, was contacted to look into the possibility of employing Zambia workers.

Princes Tuna (Mauritius) Ltd. has two factories employing 4,300 employees of which 1,600 are expatriates. The majority of these expatriate workers are unskilled workers coming mainly from Bangladesh and India with only about 60 workers from Madagascar currently employed by the company. The two factories run on 24/7 basis with two shifts of 12 hours each.

Out of the 1600 employees, 1,200 are women who work as fish cleaners and 400 are men working in the sorting of fish and as helpers.

The company currently employs some 7 Filipinos as maintenance and quality control technician but is not going to recruit foreign workers for these posts once the contract of the 7 Filipinos comes to expiry.

It is interesting to note that the company recruits some 600 foreign workers annually to replace workers whose contracts come to term. A contract for an expatriate is initially for 4 years but renewable for a second term of four years.

The representative of Princes Tuna explained that due to the fact that the jobs of fish cleaner and fish sorter do not require any specific skills except for basic literacy and strict personal hygiene, the company is willing to consider employing workers from Zambia or anywhere else from the SADC region.

Salaries for women fish cleaners is 170 US Dollars per month plus a 5% bonus for attendance, a 30% bonus for night shift work, a food allowance of about 40 US dollars per month and a cleaning bonus of 57 US Dollars once they manage to go beyond their daily target.

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<sup>27</sup> Data available from

<http://data.worldbank.org/indicator/SH.MED.PHYS.ZS?locations=ZM>  
<http://data.worldbank.org/indicator/SH.MED.PHYS.ZS?locations=ZM>

Men due to the fact that they have to handle heavy loads are paid 200 US Dollars a month and also receive the 5% bonus for attendance, a 30% bonus for night shift work, a food allowance of about 40 US dollars per month.

For the employment of Zambian workers to be effective, the representative of Princes Tuna explains that each potential employee should provide a health certificate and a valid passport. Moreover, the company will also delegate its medical doctors to conduct a potential risks assessment of the country of origin.

#### **4.4 Benefits, Risks & Challenges of Movement of Skilled Labour Movement between Mauritius and Zambia**

The analysis below provides an indication of the benefits and opportunities both in Mauritius and Zambia as well as the risks and challenges that may exist when movement of skilled labour is planned between the two countries.

##### **4.4.1 Benefits**

- Mauritius and Zambia are close to each other in terms of geographical distance as compared to the labour markets to which Mauritius normally has recourse to namely Bangladesh, India and China. It will certainly be more economic for Mauritius to source its unskilled or semi-skilled labour from nearby Zambia.
- The fact that professional expertise is available from Mauritius also represents an advantage to Zambia which finds another source of skills than the neighbouring South Africa. Mauritius provides a reliable alternative.
- Mauritius and Zambia are both members of SADC and COMESA and as such have economic closeness and adhere to the SADC's Protocol on Employment and Labour.
- Mauritius is an English speaking countries as opposed to other countries like Japan or China from which Zambia is getting its skilled labour. Mauritian skilled workers master English and can adapt more easily to the Zambian context.
- A movement of skills from Mauritius to Zambia especially in the case of general practitioners will bring along an amelioration of the level of unemployment in Mauritius while it will also bring improve the service deficit prevailing in Zambia.
- In the same way, a movement of labour from Zambia to Mauritius to fill up jobs in the manufacturing sector will allow for unemployed Zambians to be able to earn a revenue which they can send to their families in Zambia.
- The pilot project of exchange in the health and food processing sectors will certainly open doors for exchange in other sectors once Mauritian and Zambians will get to know more about each other. This can also act as an eye-opener for other SADC countries to engage in such exchanges and to allow movement of skills more freely in the SADC region.

#### 4.4.2 Challenges & Risks

- The unavailability of statistics and information from government representatives have not helped in going deeper in the study in terms of the policy orientation of authorities with respect to labour management and the movement of labour in and out of Zambia.
- From the Mauritian side, KII have shown that there is little information about the availability of skills in the SADC region. There does not seem to be a will also from the private sector to look for more information about skills in the region. The traditional skills markets which Bangladesh, India and China represent seems to suffice to them.
- The absence of a transparent legal framework concerning migrant workers in Zambia is an obstacle for the movement of skills from Mauritius to Zambia. The lack of transparency at the level of regulations will refrain Mauritian who could wish to move to work in Zambia. There is a need for more transparency and if need be for a legal framework to be established so as to give assurance to foreign skilled workers entering Zambia that their rights will be upheld.

On the social and cultural ground, there is always a risk of difficulty of adaptation from Mauritian in Zambia and Zambians in Mauritius. If the movement of doctors from Mauritius to Zambia becomes a reality, the working conditions to which these doctors have been subjected to in Mauritius might not be the same in Zambia especially in rural provinces. In the same way, the work on shift system in Mauritian factories might not be acceptable to Zambian workers.

## 5 Conclusions and Recommendations

### 5.1 Conclusions

The study has shown the legal framework, organisational set up and efforts from both Mauritius and Zambia in terms of labour management.

There are major differences, as expected, between both countries and as shown in this study in terms of skills available but also in terms of legal and institutional framework.

Nonetheless, both countries have growing economies and in that respect both countries face the reality of labour shortage and specific skills shortage in various sectors.

Mauritius finds itself in a situation where less and less young wish to work in traditional sectors such as Agriculture and Textile and Clothing. This has led local enterprises to have recourse to foreign workers mostly from Asian countries such as Bangladesh, India and China. The same situation exists also in the Construction sector.

On the other hand, Zambia is in need of doctors to look after its population which is scattered over a vast territory.

As expressed by Key Informants from Mauritius interviewed in the context of this study, the openness of Mauritius is tributary of a change of mind set amongst Mauritians. Over the years, the country's economic progress has led people, especially, those between 18 to 30 years old to be more educated and to look down on jobs which have contributed to the economic success of the country and most probably to their own families' economic success. Jobs in the manufacturing sector are turned down by the youth, looking for white collar jobs instead. The BPO sector offers more prestige and is trendier amongst school leavers nowadays.

In terms of skills surplus in Mauritius, it appears that the so-called traditional do not have surplus. The same applies to new pillars such as the ICT/BPO sector and the financial sector. However, there seems to be a surplus in specific professions such as in the health, engineering, finance and legal sector. There is a rush from Mauritians for these professions which are seen as more remunerative and

more prestigious. Key informants from Mauritius feel that there is now an excess of these qualified professionals.

Zambia's situation is different because its economy is a fast developing and it has different imperatives. The latest Africa Economic Outlook for Zambia indicates that "During the past decade Zambia's economy has shown impressive growth averaging above 7% per annum." (2015: p3). In that respect, Zambia's skills shortages and surpluses have different causes.

Manual workers do not seem to be a problem in Zambia except in the construction sector. However, certain specific skills, for instance in the health sector, are lacking.

The study has shown that the two sectors where there are more possibilities for exchange between the two countries are the Health Sector where Mauritius can provide medical doctors as it is currently doing for Botswana and the second being the agricultural sector where there is a pool of manual workers in Zambia in which Mauritius could find human resource to replace the ageing workforce it has. Moreover, Mauritius can provide its long-standing know-how in crop development especially in sugarcane plantation to Zambia.

Yet hurdles remain between the two countries: the first being some harmonisation of legal and institutional framework which will facilitate circulatory migration between the two countries.

The hurdle from the Mauritian side is what the key informants have termed as a lack of information about the opportunities which SADC countries may offer. It seems rather, that there is little interest from the Mauritian side to try to source migrant workers from countries of the region. Is it because labour is cheaper from Asia? The closeness of Mauritius to mainland Africa should compensate in terms of air travel cost and moreover there has been no study to determine the real cost of labour in countries of the region as compared to countries of Asia from where Mauritius is sourcing its workers. The will of Mauritians to seek for opportunities on Mainland Africa is still lacking and this is an area for improvement from the Mauritian side.

During a meeting StraConsult had with Mr. Raj Makoond, the Director of Business Mauritius which is the umbrella organisation for the Private Sector in Mauritius, he stated that a bilateral exchange between Mauritius and Zambia should be encouraged not because there are skills gap in both countries. For Mr. Makoond, all countries have difficulties to find skills. For him, the opportunity of such an exchange is an opportunity for cooperation in Africa. The Accelerated Programme for Economic Integration (APEI) Memorandum of Understanding has been signed for movement of professionals between Malawi, Mauritius, Mozambique, Seychelles, and Zambia will only come to fruition if there is first a bilateral attempt. The possible exchange of doctors from Mauritius and of manual workers from Zambia will, in fact, kick-start cooperation in the region and which eventually will bring along more cooperation on the continent.

## **5.2 Recommendations**

Based on the above conclusions, the following are recommended:

1. The movement of skilled professionals from Mauritius to Zambia and vice versa can only be a reality if clear procedures exist in both countries especially on conditions and procedures for the recruitment of foreign professionals. Mauritius has an established procedural mechanism which is lacking in Zambia. This area could be a first step of cooperation between Mauritius and Zambia where the former can share its experience with the latter. If such procedures are also lacking in other SADC countries, there would be a need for them to be established and harmonised to facilitate movement of skills.
2. The importance of well-managed statistics has also cropped up during this study. While statistics in Mauritius were available from most authorities and on websites, there was more difficulty to have same in Zambia. A lack of fund to conduct surveys on regular basis might be the reason which IOM and the SADC Secretariat could help resolving.

3. While statistics are available on general trends in the labour market in Mauritius for example about total employment by sector or unemployment in general, it has been difficult to find sector specific trends in terms of skills shortage or surplus. We have had to rely on reports of the HRDC dating back to 2012 and from information from key informants. There is a need for such data to be collected and published on regular basis. This will ensure that employers and policy makers stay abreast with the reality facing each sector.
4. Mauritian businesspersons interviewed have during interviews indicated that they lack information on skills available from SADC countries. They have requested for information about skills to be available regularly for them to be aware. An online platform or website should be set up detailing skills availability and procedures for enrolling people from the region. Each ministry responsible for labour management in the SADC region could key in information on the website. This website could be managed by IOM and the SADC Secretariat. The website would provide information to employers in the region about skills available close to them.
5. Equivalence and recognition of qualifications is another issue which is important in as much as each country has its own system of qualifications. While Mauritius a recognition of foreign qualifications policy, we could not find the same in Zambia. Should a professional or a skilled employee seek employment in Mauritius, his/her qualifications would be scrutinised by the relevant authorities to determine whether they meet the requirements of the posts he/she is seeking. However, there is no visibility about the procedure on the Zambian side. It is necessary for recognition of foreign qualification to be put in place to ease the movement of skills from Mauritius to Zambia and to other countries of the SADC region.

With respect to the two proposed areas of exchange we propose:

1. Consultation should be held rapidly between the Ministry of Health and other institutions such as Medical Councils in both countries to discuss the possibility of such an exchange.
2. We also propose that fact-finding missions be organised between the two countries so that stakeholders (Government, private sector organisations, medical officials, trade unions) may take stock of facilities available in both countries in the respective sectors being studied.
3. A bilateral Memorandum of Understanding about potential migration of labour should be signed by the two governments.

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## Annex 3 List of Persons Interviewed in Zambia

#	S.	First name	Last name	Organisation	Business Sector	Position
1	Dr	K.V.	Rao	Baba Medical Clinic	Health	Chief Executive
2	Mr	Tom	Ryan	Care for Business Medical Centre	Health	CEO
3	Mr	Gerson	Banda	Central Statistics Office	Government	Senior Planner
4	Mr	Peter	Mwansa	Coptic Hospital	Health	Human Resource Manager
5	Mrs	Jane	Lewis	Corpmed	Health	Clinical Manager
6	Ms	Mubanda	Chileshe	Department of Immigration	Government	Head of Research and Planning
7	Mr	Elijah	Mhango	Ecores Consulting	IT & Media	Managing Director
8	Ms	Sipiwe	Mwanza	Fairview Hospital	Health	HR Director
9	Ms	Beatrice	Zulu	General Nursing Council of Zambia	Health	Acting Registrar
10	Dr	Mary	Zulu	Health Professions Council of Zambia	Health	Registrar
11	Ms.	Chileshe	Munyandi	Health Shield Medical Centre	Health	Hospital Administrator
12	Mr	Benjamin	Kabaso	Hilltop Hospital	Health	Hospital Administrator
13	Mr	Jimmy	Lungu	Hotel & Tourism Training Institute Trust	Health	Business Development
14	Mr	H.N.	Nshika	Immigration Department	Government	Public Relations Officer
15	Ms	Annie	Lane	International Organisation of Migration (IOM)	Development Agency	Country Officer
16	Mrs	Getrude	Kasanka	Levy General Hospital	Health	Principal Hospital Administrator
17	Mr.	Moobwe	Njemba	Lusaka Trust Hospital	Health	Hospital Administrator
18	Dr	Kennedy	Lishimpi	Ministry of Health	Health	Director-Clinical Care & Diagnostic Services
19	Mr	Wisdom	Chelu	Ministry of Health	Health	National Anaesthesia co-ordinator
20	Mr	David	Banda	Ministry of Labour and Social Security	Government	Principal Planner
21	Ms	Peggy	Mlewa	Ministry of Labour and Social Security	Government	Director Planning
22	Mr	Michael	Makondo	MTN	Telecommunication	Human Capital & Remuneration Manager
23	Dr	Edna	Chikoye	Nkanza Labs	Health	Consultant Physician
24	Dr	Ruby	Correos	Northmead Medical Centre	Health	Medical Director
25	Ms	Patricia	Patricia	Pearl of Health	Health	HR Officer
26	Ms	Roseanne	Thorne	Precision Recruitment International	HR	Country Manager
27	Dr	Velepi	Mtonga	Public Service Management Division	Government	Permanent Secretary
28	Mr	Bonface	Nalishiwa	Public Service Management Division	Government	Director Human Resource Department
29	Mr	Charm	Kalimbika	Public Service Management Division	Government	Assistant Director Training, Research & Planning
30	Mr	Katongo	Kahinga	Self Help Africa	Agriculture	Head, Finance and Admin
31	Ms	Pricilla	Kampamba	Sunbird Eye Clinic	Health	Forwarded to HR by reception
32	Dr	Ayshat	Gasanalieva	Teba Medical Hospital	Health	Medical Director
33	Mr	Kenneth	Sichinga	Technical, Education, Vocational & Entrepreneurship Training Authority (TEVETA)	Government	Training systems development manager
34	Mr	Justin	Songeya	Tiny Tim & Friends	Health	Dep. Dir of Programs & Operations
35	Prof	Sekeleni	Banda	University of Zambia (UNZA)	Education	Medical Professor
36	Dr	Chipepo	Kankasa	University Teaching Hospital (UTH)	Health	Director HIV/AIDS program Paediatric Centre of excellence
37	Dr	Ben	Chirwa	University Teaching Hospital (UTH)	Health	Senior Medical Superintendent/MD of UTH
38	Ms	Mwinga	Tolosi	University Teaching Hospital (UTH)	Health	Chief Nursing Officer
39	Dr	Selestine	Nzala	UNZA - School of Medicine, Assistant Dean postgraduate studies	Health	Senior Lecturer
40	Dr	Patricia	Katowa-Mukwato	UNZA - School of Medicine, Assistant Dean undergraduate studies	Health	Lecturer
41	Dr	Sody	Mweetwa Munsanka	UNZA - School of Medicine, Dep of Biomedical Science	Health	Lecturer
42	Dr	Geoffrey	Kwenda	UNZA - School of Medicine, Dep of Biomedical Science	Health	Head of Department
43	Mr	Timothy	Katenga	UTH - Department of Pathology & Microbiology	Health	Chief Laboratory Scientist
44	Dr	Hamakwa	Mantina	UTH - Department of Pathology & Microbiology	Health	Head of Department
45	Dr	Sumbukeni	Kowa	UTH - Food and Drugs Control Laboratory	Health	Head of Department
46	Mr	Clement	Chipungu	Vision Care Opticians	Health	Director - Marketing
47	Ms	Sombo	Kaweza	Zambia Development Agency	Association	Specialist, Research and Policy
48	Mr	Hilary	Hazele	Zambia Federation of Employers	Association	Manager and Economist
49	Mr	Justin	Kangwa	Zambia Institute of Human Resources	Association	President
50	Dr	Aaron	Mujajati	Zambia Medical Association	Health	President
51	Ms	Manzia	Chibomba	Zambian National Farmers Union	Agriculture	Senior Economist

*Annex 4 List of Persons Interviewed in Mauritius*

	<b>Name</b>	<b>Organisation</b>	<b>Position</b>	<b>Mandate/Sector</b>
<b>1</b>	Mr. Dev Sunnasy	MITIA	President	ICT Sector
<b>2</b>	Mr. Juleeman	Statistics Mauritius	Acting Deputy Director	
<b>3</b>	Mr. P. Nowbuth	Ministry of Labour, Industrial Relations, Employment and Training	Permanent Secretary	General/Public Sector
<b>4</b>	Mr. Nagaissar	Employment Division, Ministry of Labour, Industrial Relations, Employment and Training	Director	General/Public Sector
<b>5</b>	Dr Harris Neeliah	Human Resource Development Council	Manager – Research and Consultancy	General/Public Sector
<b>6</b>	Mr. Shakeel Jaulim	Board of Investment	Investment Executive – Manufacturing	Manufacturing
<b>7</b>	Mrs. Pratima Sewpal	Board of Investment	Manager – ICT/BPO	ICT/BPO
<b>8</b>	Mr. Deujen Mungur	Board of Investment	Manager – Ocean Economy	Ocean Economy
<b>9</b>	Mrs. Jacqueline Sauzier	Mauritius Chamber of Agriculture	Secretary General	Agriculture
<b>10</b>	Mr. Shabaan Ruhomatally	Mauritius Exporters Association	HR Coordinator	Manufacturing
	Ms. Anisha Bhantoo	Mauritius Exporters Association	Business Development Coordinator	Manufacturing
<b>11</b>	Mr. Ravi Oogarah	RT Knits Ltd		
<b>12</b>	Mr. Kamal Hawabhay	Association of Trust and Management Companies	President	Financial – Offshore Management Companies
<b>13</b>	Mrs. Nira Aumeer	Ministry of Labour, Industrial Relations, Employment and Training	Responsible for the Youth Employment Programme (YEP)	General/Public Sector
<b>14</b>	Mr. Jocelyn Kwok	Association des Hôteliers et Restaurateurs de l’Ile Maurice (AHRIM)	Chief Executive Officer	Tourism
<b>15</b>	Mr. Robert Soupe	Avipro	Regional Market Manager	Agro-Industry
<b>16</b>	Mr. Raj Makoond	Business Mauritius	Director	General/Private Sector
<b>17</b>	Dr. Jagatpal	Medical Council of Mauritius	Chairperson	Health Sector
<b>18</b>	Dr A. Deepchand	Medical Council of Mauritius	Registrar	Health Sector