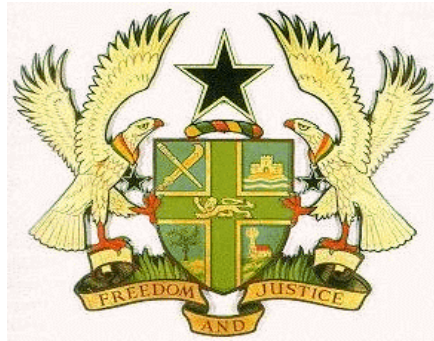


# **MINISTRY OF EMPLOYMENT AND LABOUR RELATIONS**



**GOVERNMENT OF GHANA**

# **NATIONAL EMPLOYMENT POLICY**

**2015**

## **PREFACE**

The employment situation in Ghana has not improved much despite better economic growth performance, macro-economic stability and improved infrastructure in the last two decades. Over the years, therefore, the Ministry of Employment and Labour Relations and its Social Partners have been working in close collaboration to develop a comprehensive policy that will give direction to addressing the employment challenges in Ghana. Following the achievement of macroeconomic stability and improvement in good governance, government is now set to deal comprehensively with the challenge of growing unemployment by developing a National Employment Policy (NEP).

In this regard, the primary focus of our National Employment Policy will be to address the employment situation, and deal with decent work deficits, targeting in particular, vulnerable groups, the youth, women and persons with disability (PWDs).

The overall objective of the NEP is to adopt an inter-sectoral and integrated approach toward achieving full, decent, productive and freely chosen employment for all Ghanaians who are able and willing to work, thereby improving the living conditions within the framework of equity, security and dignity. Achieving this goal will not be an easy task for an emerging economy such as ours. That is why government has taken this bold initiative of developing the NEP that puts in place the policy and institutional framework required for addressing the structural challenges in the economy to achieving full, decent, productive and freely chosen employment.

The policy represents the intention of government to provide the policy response needed for addressing the unemployment situation and for defining the inter-linkages in the productive sectors and the institutional arrangements that need to work in harmony in order to place employment at the center of the macroeconomic development agenda.

The policy focuses on employment components such as entrepreneurial development, private sector competitiveness, linking agriculture to the other sector of the economy, research and innovation, vocational and technical skills development, productivity improvement, harnessing opportunities in labour migration and the green economy, among others. The Ministry of Employment and Labour Relations and its Social Partners have the oversight responsibility of implementing and coordinating these components.

With the development of this policy, it is expected that employment creation interventions will be designed and implemented in a more coordinated manner and be guided by the core values, principles and recommended policy strategies contained herein. It is envisaged that this Policy will become the key reference document for job creation strategies and through that, secure greater commitment of Government Agencies, Private Sector, local communities, Civil Society Organisations, Employers, Organised Labour, and Development Partners towards job creation. In addition, the establishment of the National Employment Coordinating Council will help focus attention on achieving employment outcomes and making them more central to national policy

decision making and development planning. This policy will also address the problems of underemployment informal employment in the country.

The economic and employment outcome of the country remains bright and if we take advantage of new technologies, increased investment and enhanced capacities through training and skills development. Improved policy coordination and ensuring a closer link between labour incomes and productivity would be especially important for the attainment of the noble objective of this policy. I am confident that this policy will address the shortcomings in employment creation, wages policy and the quality of jobs in the country.

**Hon. Haruna Iddrisu, (M.P)**  
**Minister for Employment and Labour Relations**

## **ACKNOWLEDGEMENTS**

The Ministry of Employment and Labour Relations wishes to extend its appreciation to all institutions and individuals who have contributed in diverse ways towards the formulation of this National Employment Policy (NEP).

We acknowledge the invaluable inputs of the Technical Teams, including various consultants, the National Development Planning Commission, Public and Private Sector Institutions, Academia, Policy ‘Think Tanks’, and all other stakeholders in the policy development process.

We further appreciate the collaboration of our tripartite constituents, the Ghana Employers’ Association and Organised Labour as well as Ministries, Departments and Agencies that contributed towards the development of the NEP.

Our appreciation goes to the International Labour Organisation (ILO) for providing both technical and financial assistance for the development of this NEP and also to Ghana Permanent Mission in Geneva, Switzerland.

The Ministry of Employment and Labour Relations is hopeful that as it focuses its attention on full implementation, key stakeholders will continue to provide support to this important process and assist in the operationalisation of employment-intensive growth strategies in our development plans and programmes in order to facilitate the creation of productive employment opportunities in Ghana.

## LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
BAC	Business Advisory Centre
COTVET	Council for Technical and Vocational Education and Training
CSOs	Civil Society Organisation
CUA	Credit Unions Association
DPs	Development Partners
EIB	Employment Information Branch
ERP	Economic Recovery Programme
FBOs	Faith-Based Organisations
FCUBE	Free Compulsory Universal Basic Education
FWSC	Fair Wages and Salaries Commission
GEA	Ghana Employers' Association
GEBSS	Graduate Entrepreneurial Business Support Scheme
GLSS	Ghana Living Standards Survey
GMA	Ghana Maritime Authority
GNCC	Ghana National Council on Children
GOG	Government of Ghana
GPRS I	Ghana Poverty Reduction Strategy I
GPRS II	Growth and Poverty Reduction Strategy II
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
GYEEDA	Ghana Youth Employment and Entrepreneurial Agency
HIV	Human Immune Virus
ICT	Information and Communication Technology
ILO	International Labour Organisation
IOM	International Organisation for Migration

JHS	Junior High School
JSS	Junior Secondary School
LMI	Labour Market Information
LMIS	Labour Market Information System
MASLOC	Micro-finance and Small Loans Centre
M & E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MMDAs	Metropolitan, Municipal and District Assemblies
MDGs	Millennium Development Goals
MELR	Ministry of Employment and Labour Relations
MLGRD	Ministry of Local Government and Rural Development
MLNR	Ministry of Lands and Natural Resources
MMDAs	Metropolitan, Municipal and District Assemblies
MoE	Ministry of Education
MoF	Ministry of Finance
MoGSCP	Ministry of Gender, Children and Social Protection
MoC	Ministry of Communications
MoTI	Ministry of Trade and Industry
NBSSI	National Board for Small Scale Industries
NDPC	National Development Planning Commission
NECC	National Employment Coordinating Commission
NEP	National Employment Policy
NYEP	National Youth Employment Programme
NMTDF	National Medium Term Development Framework
OSH	Occupational Safety and Health
PAMSCAD	Programme of Action to Mitigate the Social Cost of Adjustment
SAP	Structural Adjustment Programme

SHS	Senior High School
SMEs	Small-Medium Scale Entreprises
SMI	Small-Medium Scale Industries
SSPP	Single Spine Pay Policy
TVET	Technical and Vocational Education and Training

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## EXECUTIVE SUMMARY

In recent times, the issues of unemployment and under-employment have featured prominently on both the global and domestic scenes as serious developmental challenges that require immediate, concerted and collaborative efforts to tackle. Government has recognised the threats that unemployment and under-employment pose to national stability, economic growth and development, and has shown commitment to its obligation to provide decent work for all its citizens, as enshrined in the 1992 Constitution of the Republic of Ghana. The need to mainstream employment issues in the development agenda of Ghana has also been indicated in the Medium-Term National Development Framework (MNTDF), the Ghana Shared Growth and Development Agenda (GSGDA II), 2014-2017.

The National Employment Policy (NEP) has been developed in pursuance of government's commitment to coordinate and address employment issues in a harmonious manner and to adopt an evidence-based approach. The Policy is expected to guide programme/project implementation towards the achievement of set targets and development outcomes in employment generation and decent work.

The goal of the NEP is **to create gainful and decent employment opportunities for the growing labour force to improve their living conditions and contribute to economic growth and national development within the framework of equity, fairness, security and dignity.**

The Policy begins with an assessment of the current employment situation, which encompasses the macroeconomic environment, demographic context, and sectoral employment generation growth including challenges and constraints. On the basis of the analysis of employment-related data, key policy areas are outlined for priority action by government agencies and the private sector, with corresponding policy recommendations on how to promote gainful employment opportunities for all Ghanaians willing to work within all sectors of the economy.

The Policy also suggests key institutional arrangements for policy implementation, as well as the general framework and approach for monitoring and evaluation.

Based on a situation analysis, the following were identified as the key issues that must be addressed by government in order to create sustainable employment opportunities:

1. Economic growth in recent years has not been accompanied by commensurate level of job creation leading to increasing unemployment, especially youth unemployment.
2. High population growth rate has resulted in a growing working population that far exceeds the rate of job creation.
3. Lack of forward and backward linkages between the productive sectors of the economy limits employment opportunities.

4. Uncompetitive nature of the private sector limiting its known potential for job growth
5. Large informal sector employment that is characterised by low productivity, huge decent work deficits, vulnerable workers and the working poor.
6. Weak resource mobilisation in support of the cooperative sector and of small-scale business development.
7. Over emphasis on academic education to the neglect of employable skills resulting in skills mismatch and employability challenges.
8. Incidence of youth and seasonal unemployment among rural smallholder farm workers.
9. Weak institutional capacity for labour administration and coordination of employment creation interventions.
10. Lack of accurate and timely labour market information for development decision making and planning.

Taking cognisance of existing laws and regulations and the guiding principles of the 1992 Constitution of the Republic of Ghana, the key policy objectives of the NEP include the following:

1. To create more decent jobs to meet the growing demand for employment.
2. To improve the quality of jobs for those who are employed.
3. To increase labour productivity.
4. To strengthen governance and labour administration.

The NEP shall be implemented across sectors. Specific Ministries, Departments and Agencies, as well as Local Government institutions shall mainstream employment outcomes into their development plans and ensure allocation of funds for implementation. Specific Action Plans and Monitoring and Evaluation (M & E) Frameworks shall be developed by sectors to aid programme/project implementation, monitoring and evaluation.

The Ministry responsible for employment, and its technical departments and agencies shall play the coordination role in order to ensure that implementation challenges are resolved and outcomes are achieved in a timely manner.

In collaboration and consultation with primary and secondary stakeholders, an Action Plan shall be developed to translate all the policy recommendations into specific, measurable policy activities and targets expected to be achieved within stipulated timeframes.

The Ministry responsible for employment, through its technical departments and agencies, shall be responsible for the compilation of quarterly monitoring and periodic evaluation reports. These shall be submitted to the National Employment Coordination Commission (NECC) to guide the work of key stakeholders/sectors involved in the implementation of the Policy. Monitoring and Evaluation reports shall be issued annually to the President, Cabinet Ministers, Parliament and NDPC so that desired national employment outcomes can be tracked.

The M & E plan contained in this Policy document will help to track the implementation process and ensure the effectiveness of the Policy.

In order for this Policy to be successfully implemented, the existing partnership between the public and the private sectors shall be strengthened, and incentive mechanisms to make financial facilities accessible shall be established.

## **CHAPTER ONE: BACKGROUND AND SITUATIONAL ANALYSIS**

### **1.0 INTRODUCTION**

The current employment challenges confronting Ghana have resulted from a combination of factors, which have not been adequately addressed by the socio-economic policies of successive governments. Recognising this, government has implemented specific interventions aimed at redressing the challenges since it took office. This chapter gives a brief background and description of the employment challenges and the interventions implemented since the first republic to date.

#### **1.1 Background**

In recent times, the issues of unemployment and vulnerable employment have featured prominently on both the global and domestic scenes as serious developmental challenges that require immediate, concerted and collaborative efforts to address them. Government has recognised the threats which unemployment and vulnerable employment pose to national stability, economic growth and development and has shown commitment to its obligation to provide decent work for all its citizens, as enshrined in the 1992 Constitution of the Republic of Ghana.

At the international level, the United Nations General Assembly has continuously re-emphasised the importance of productive employment and decent work, which were endorsed in the 1990s. For instance, a Ministerial Declaration in July 2006 renewed commitment to the fact that full and productive employment should be made a priority objective in international cooperation and a fundamental component of any development strategy. Another strategic development was the expansion of the Millennium Development Goals (MDGs) in 2008 to include four new employment indicators.

In Ghana, the critical role that employment can, and must play, in ensuring growth and poverty reduction is increasingly being recognised. Employment promotion or job creation has become an important objective in the national development agenda in recent years. The strategic direction of the Ghana Shared Growth and Development Agenda (GSGDA II) 2014-2017, is “to leverage Ghana’s natural resource endowments, agriculture potentials and human resource base for accelerated economic growth and job creation through value addition, especially manufacturing.”

The NEP has been developed in pursuance of government’s commitment to coordinate and address employment issues in a harmonious manner, adopting an evidence-based approach. The Policy is expected to guide programme/project implementation towards the achievement of set targets and development outcomes.

## 1.2 Historical Perspective of Employment Creation in Ghana

Governments over the years have implemented development programmes with implications for creation of employment creation for the people of Ghana. Under the ‘Seven (7) Year Development Plan (1963-1970)’ of the first republic, the Workers’ Brigade programme was established as a deliberate strategic response to address post-independence development and unemployment challenges. The programme covered food production through establishment of state farms, construction and maintenance of roads and community sewerage systems, agriculture storage facilities, public buildings and other development projects. The Workers Brigade approach was an effective mass employment intervention that created employment for the youth of Ghana, and also absorbed active men and women who were involved in the independence struggle.

During the regime of National Redemption Council (1972-1978), there was mass mobilisation of the citizenry in agriculture and construction under the *‘Operation Feed Yourself’* and National Reconstruction Programme. Similarly, government from 1982-1993, under the National Mobilisation Programme opened up temporary job opportunities in agriculture, construction and rehabilitation. Government in 1983 and 1985, adopted the Economic Reform Programme (ERP) and the Structural Adjustment Programme (SAP) respectively primarily to achieve economic liberalisation and privatisation of inefficient state and quasi-governmental businesses and commerce.

The realisation that the ERP and SAP had negative employment effects compelled the government to introduce the Programme of Action to Mitigate the Social Cost of Adjustment (PAMSCAD). It involved the establishment of community projects to generate employment for rural households in the northern part of Ghana, for low income workers, unemployed and vulnerable urban households, and for retrenched workers. It was also meant to provide small enterprise credit for women and small-scale miners, among others.

In mid 1990s, the Vision 2020 which was meant to propel Ghana to achieve a middle income country status also sought to build employment promotion interventions into all macroeconomic and production policies in order to reduce high levels of unemployment and vulnerable employment.

Since the year 2000, government has implemented a number of employment generation projects and programmes. These include continuation and expansion of Skills Training and Employment Placement Programme (STEPP), National Youth Employment Programme (NYEP), the Graduate Entrepreneurial & Business Support Scheme (GEBSS), Microfinance and Small Loans Centre, Rural Enterprises Programme, and Young Entrepreneurs Programme, among many others.

## **1.3 Situation Analysis**

### **1.3.1 The Economic Environment**

Over the last two decades, successive governments have implemented a number of national strategies and structural reforms aimed at achieving macroeconomic stability and positioning the country for accelerated growth and development. These reforms have included the Ghana Growth and Poverty Reduction Strategy (GPRS I: 2003-2005), Ghana Poverty Reduction Strategy (GPRS II: 2006-2010), and the Ghana Shared Growth and Development Agenda (GSGDA I: 2010 to 2013), all of which focused on employment creation, income generation, poverty reduction and shared growth.

However, the extensive economic reforms over the last two decades and the pro-poor policies adopted during the implementation of the GPRS I did not adequately reflect structural changes in the economy. Furthermore, the relative macroeconomic stability that was achieved under GPRS I & II and the GSGDA I did not lead to the creation of new and increased employment opportunities and greater utilisation of the productive capacity of the country. On the contrary, formal public and private sector employment declined due to the freeze and reduction of employment in the public sector and slow down of growth of the manufacturing sector. Consequently, unemployment and underemployment continued to persist throughout the adjustment period and the GPRS era.

Agriculture continued to be characterised by low productivity, low income and informal activities. The inadequacies of employment-intensive strategies and linkages during the period of structural adjustments and economic reforms also increased rural-urban migration, though few employment opportunities were created in the urban centers. The situation has further been exacerbated with limited labour market strategies implemented by Government. The inability to create more employment opportunities and promote productive and gainful employment during the periods of economic reform is a major reason for the prevailing low living standards and vulnerable employment conditions.

For Ghana to make any significant progress in the structural transformation of its economy, the implementation of macroeconomic policies must be reoriented to facilitate employment-generating growth and improved incomes for poverty reduction. The expectation is that as the reorientation happens the private sector shall position itself strategically to take advantage by making the right investment choices in creating new businesses, expanding existing businesses, and generating significant productive employment opportunities.

### **1.3.2 Demographic Context**

The National Population Census conducted in 2010 provides a comprehensive database on the population, labour force, employment and unemployment. It recorded a population of 24,658,823 people, indicating an increase of 30.7% since 2000.



National population censuses conducted in 1960, 1970, 1984, 2000 and 2010 showed that the labour force aged 15 to 65 years has been increasing (naturally), with the economically active population representing more than half of the total national population. It is estimated that this segment of the population grew at a rate of 2.4<sup>1</sup> per cent in 1960 as compared to 2.2 per cent in 1970, versus 2.4 per cent per annum and 2.7 per cent per annum in 1984 and 2000 respectively.

The continuous growth in the labour force, without a corresponding expansion in the productive economy, created unemployment and vulnerable employment challenges especially among the youth, culminating in growing youth, unemployment, including university graduates.

### **1.3.3 Labour Administration**

The Labour Administration System refers to mechanisms, processes and regulations that govern the promotion of harmonious labour relations through the enforcement of existing labour laws and application standards in world of work for decent work outcomes. The system is also important for the formulation of development-oriented labour regulatory frameworks through social dialogue processes and procedures.

Over the years, labour administration in Ghana has been faced with challenges and turbulences that have necessitated legal reforms and institutional re-engineering. For example, the promulgation of the Labour Act, 2003, Act 651, led to the establishment of the National Labour Commission for effective settlement of labour disputes and also to serve as a proactive legal framework for the regulation of employer-employee relations and conditions of work as well as the work environment. Similarly, the promulgation of the Fair Wages and Salaries Act, 2007, Act 737, saw the implementation of the Single Spine Salary Structure for the removal of distortions in public sector salary administration. The Act also seeks to link public sector pay to work and productivity.

As part of its mandate, the Labour Department continues to issue Collective Bargaining Certificates, supervises negotiations of Collective Bargaining Agreements, registers Trades Unions, conducts job and workplace inspections, settles labour disputes, ensures ratification of international labour conventions, regulates and supervises job placement through the Public and Private Employment Centres/Agencies.

Despite, efforts to revamp the Labour Administration System, sub-sector faces immense challenges that hamper effective service delivery. These include:

1. Indiscriminate strike actions
2. Lack of an early warning system
3. Fragmented Occupational Safety and Health regime
4. Unsustainable Public Sector Wage Bill

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<sup>1</sup> GSS 1960-2000

5. Relatively low public sector wages and salaries
6. Ineffective labour/ workplace inspection
7. Weak prosecution powers of Occupational Safety and Health offenders
8. Inadequate logistics for inspection and enforcement
9. Poor working conditions
10. Inadequate staff for labour administration institutions.

These challenges have resulted in a weak labour administration system unable to protect the risk prone and the most vulnerable segments of the working population.

### **1.3.4 Labour Market Information**

Information about the structure of employment or its distribution between high- and low-paying jobs, as well as the various job opportunities is important in addressing the unemployment condition.

In Ghana, data collection has been identified as one of the basic problems, which affects the production of accurate and reliable labour market information (LMI). A lot of activities take place in the informal sector of the economy, but information on these is not collected. This information is therefore unavailable as credible LMI for use by policy makers to help assess and address the labour market situation.

An effective Labour Market Information System (LMIS) will depend on the improved capacity of the Employment Information Branch (EIU) of the Labour Department of the Ministry responsible for employment, the Ghana Statistical Service (GSS), and other labour organisations. Funding and human resource capacities currently do not exist to support the development of an efficient and effective LMI system.

### **1.3.5 Informality and Vulnerable Employment**

The informal sector in Ghana is estimated to employ about 90% of the workforce and it contributes significantly to total output of the country. Economic activities particularly characterised by informal operations are agriculture, trade and manufacturing.

Informal sector operators can be grouped under three broad categories. These are: self-employed; small and medium-sized enterprises, and employees (paid and unpaid). In Ghana, the self-employed petty traders form the majority and the degree of challenges differs among these groups. The self-employed are more vulnerable than the other workers in the informal economy.

This sort of categorisation is therefore important especially for the formulation of policies to support and to protect informal economy operators. Policies that aim at supporting the 'economic unit' or the enterprise tend to benefit the small group of self-employed (who have employees). This may partly explain why many government initiatives in the informal economy yield less than optimal results in terms of their impact on the living standards of informal sector operators.

The informal sector is challenged in the areas of access to credit, high level of financial risk, income insecurity, unsafe working conditions, incidence of child labour, and lack of unionisation. These challenges need to be addressed to enable the informal sector realise its full potential.

### **1.3.6 Vulnerable Employment and Poverty**

The most fundamental cause of poverty in Ghana is the absence of productive jobs, which leads to low rates of employment and income. It is imperative therefore to acknowledge that the poverty problem would be almost impossible to solve unless it is addressed in relation to the creation of productive and quality employment opportunities for all including the vulnerable in society. It is also important to provide social protection services and packages to groups in the world of work who are prone to risk and deprivation.

### **1.3.7 Persons Living with Disability**

The National Disability Policy of 2004 and the Persons With Disability Act, 2006, Act (715), sought to mainstream the needs of the disabled into the national development process. One important aspect is the amendment of the building code that makes office and public buildings accessible to the disabled.

The main policy challenge for this segment of the population is how to improve their training and skills development, increase their productivity and employability, and ensure adequate provision of medical and psychological support.

### **1.3.8 Persons Living With HIV/AIDS**

Government and Development Partners (DPs) have made tremendous efforts to reduce the national median prevalence rate of HIV/AIDS from 3.6 percent in 2003 to 1.37% in 2013. HIV and AIDS have profound social and economic effects which impact severely on enterprises, workers and their families. In addition to the immediate impact of illness and death of employees, the impact on the overall business in terms of productivity, productive job losses, loss of experienced and dedicated workers, increase in medical bills, and profit could be profoundly negative.

The fundamental rights of workers living with the HIV/AIDS virus or affected by HIV and AIDS may be compromised as discrimination and stigmatisation becomes pervasive against them.

The National HIV/AIDS Workplace Policy aims at addressing the challenges posed by HIV and AIDS at the workplace. The mainstreaming of the policy into both formal and informal employment establishments remains a challenge.

### **1.3.9 Unemployment**

#### **1.3.9.1 Youth Unemployment**

The 2010 Population and Housing Census revealed that population in the 15-24 age bracket constitutes 20.0 per cent of the total population. This means that the country has great potential for socio-economic development if the youth are engaged in productive ventures. However, other evidence from the same Census indicates that a large proportion of those in this age bracket are either unemployed or under-employed. This situation is attributable to a number of factors including:

- i) Weak linkage between the educational system and productive sectors of the economy;
- ii) Mismatch of skills acquired by the youth *vis-à-vis* what is required by the job market;
- iii) Weak support systems for entrepreneurship and small-scale business development for self-employment.

#### **1.3.9.2 Graduate Unemployment**

A major concern of youth unemployment is the rising proportion of graduate unemployment. Many more Ghanaian youth are now acquiring tertiary educational qualifications and joining the labour market whilst the economy has not expanded enough to absorb them. Furthermore, some critics also blame the situation on the mismatch between the courses offered by the tertiary institutions and the demand of industries.

There is thus the need to reform the educational system to respond to the skill needs of industry and the job market. Tertiary students should also be linked to School-to-work transition opportunities or programmes which will facilitate their integrated into the job market.

### **1.3.10 Gender and Decent Work Standards**

It is estimated that 73 per cent of the female workforce is self-employed. The involvement of women in the formal sector of the economy has historically been low, though their numbers have increased over the years. In 1984, the public and private formal sectors employed only 8 per cent of economically active women, which constituted about one-quarter of the total formal sector workforce. By the year 2000, their involvement had increased to about 36 per cent of the total public sector workforce, but there are wide variations in terms of specialisation. This low participation of women in formal employment is mainly due to challenges relating to:

- i) Female reproductive and domestic roles and responsibilities
- ii) Gender imbalances associated with opportunities in education
- iii) Women's limited access to appropriate training towards formal employment

- iv) Unfavourable working conditions for women at the work place
- v) Lack of assertiveness and self-confidence of some women.

### **1.3.11 Child Labour**

Child labour has long been recognised as a problem in Ghana and in order to address it, government in 1979 established the Ghana National Commission on Children (GNCC), which is now the Department of Children under the present Ministry of Gender, Children and Social Protection. The GNCC was charged with the responsibility of seeing to the general welfare and development of children in Ghana. Additional measures aimed at the protection of children in Ghana include early ratification of the Convention on the Rights of the Child (1990) and passage of The Children's Act, 1998 (Act 560) by Parliament. These are supported by the development and implementation of the National Plan of Action on Child Labour.

This is a framework that guides the implementation of Child Labour in all sectors of the economy. Children below the working age bracket are not to be engaged in any form of work that is injurious and hazardous to their health. This is to guarantee conducive environment for a healthy child development. Government must therefore strengthen implementation and enforcement mechanism for positive policy outcomes.

### **1.3.12 Labour Migration and Emigration**

Labour Migration describes the movement of labour from one physical location to another. Migration has sometimes occurred due to shifts in technology, the emergence of new industries, or the relocation of the main operational facilities of a given business. Migration may happen due to the interest of job seekers, or because a business has instigated a move that necessitates that labour also move in order to keep a job.

Although reliable data on its actual impact is still lacking, highly skilled emigration is likely to have exacerbated already-existing labour shortages in critical sectors such as health and education. Over 60 per cent of faculty positions in polytechnics and 40 per cent of those in public universities are vacant (Manuh et al., 2005). Hospitals and other institutions of higher learning are struggling hard to retain staff, due in large part to emigration. Given the high levels of unemployment in other sectors, some commentators see emigration as a means by which many young Ghanaians can seek employment and support their families through remittances.

The policy focus in this area concerns provision of orientation services before arrival to destination countries and integration into the national economic upon return. There is also the need to labour migrants are effectively integrated into the socio-economic structures of the destination countries and their human rights are well protected from abuse. Government is also obliged to put in place administrative structure which facilitates coordination of labour migration activities including regulation of Private Employment Centres, harmonization of data sources to

inform policy and reduction of informal means of sending remittances.

### **1.3.13 Education, Skills Development and Training**

Since independence, Ghana has made significant efforts at providing quality education for its citizens. The Accelerated Development Plan of Education (1951) rapidly expanded recruitment into elementary and secondary education. However, it became apparent that there was some loss of standards. Also, as the increased number of ‘school leavers’ could not be absorbed quickly by the economy more and more became unemployed. Since then, several reforms have been pursued by governments to ensure that the educational system is more practical and relevant to the development needs of the country.

Statistics<sup>2</sup> indicate that one out of every eight pupils who enter the JHS fails to complete and for those who complete, the transition ratio to SHS1 is very low, with only 40% gaining admission into SHS. Thus, the education system pours out about 210,000 (GES) unskilled, semi-skilled and unemployable young Ghanaians (about 60 per cent graduates at various educational levels and those who exit early) into the labour market. These gaps created over the years have resulted in a big pool of unemployed youth who are ill-prepared for the job market. Notable among the challenges are:

- limited provision of demand-driven tertiary education and skills training for the majority of Junior High School (JHS) and Senior High School (SHS) leavers
- inadequate provision of technical and vocational education equipment, and inadequate capacity of Instructors
- unstructured provision of apprenticeship, especially within the private and informal sectors
- disconnect between the needs of industry and curricula at the tertiary level of education
- slow pace of development of the Polytechnics to offer training in non-traditional and emerging areas of the economy.

There is the need to link the educational system to the productive sectors of the economy and expose students to the opportunities and challenges of industry and the world of work.

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<sup>2</sup> Ghana Living Standards Survey V, 2005/2006

### **1.3.14 Occupation and educational attainment**

<sup>3</sup>Analysis from the GLSS VI (2012/2013) shows that more than one-third (33.6%) of the employed population have never attended school with a little over one-fifth (22.7%) attaining primary education. These are slightly higher than proportions recorded from 2000- 2010. However, only 3.6% have attained tertiary education compared to 4.3% recorded from 2000-2010.

More than two-fifths (42.5%) of professionals, 37.4 % of managers, and 37.8% of clerical support workers have attained tertiary education. However, nearly half (49.6%) of persons engaged as skilled agricultural, forestry and fishery workers have never attended school. Junior High School/ Junior Secondary School was the most common level of educational attainment for services and sales workers (39.2%), craft and related trades (38.1%) and plant machine operators and assemblers (51%).

This shows that Government needs to implement relevant labour market policies especially in the area of skill training to enable the working population take advantage of existing and emerging labour market potentials.

### **1.3.15 Productivity, Income and Wages**

During the period 1983-2000, real earnings in both the private and public sectors more than quadrupled. The period 2000-2005 witnessed significant increases in the minimum wage from a low of GH¢ 0.42 to GH¢1.35 per day. Between 2006-2014, the figure increased GH¢ from 1.60 to GH¢ 7.0, thus, some firms complained about their inability to pay, which eventually led to lay-offs, thereby worsening the unemployment situation.

The critical challenge in the public sector is to improve total productivity, and to attract and retain professionals to enable them to render more specialised and efficient services to the private sector and expand business and employment opportunities. Though the implementation of the Single Spine Pay Policy (SSPP) has led to significant increases in the salaries of public service workers, government has not been able to establish a Performance Management System that will link public service pay to work and productivity

Thus, the policy challenge is how Government and Social Partners can work towards realistic wages and increased productivity.

### **1.3.16 Occupational Safety and Health (OSH)**

The existing Factories, Offices and Shops Act, 1979 (Act 328) limits occupational health and safety issues to only factories, offices and shops to the exclusion of other work places. The Act is

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<sup>3</sup> Ghana Living Standards Survey VI (2012/2013)

not comprehensive enough to address occupational health and safety issues at all workplaces because several employment sectors such as agriculture, fisheries, forestry and health services are not covered. Most fatal injuries occur in the road transport, mining and quarrying, as well as the agricultural sectors. The informal sector poses unique problems, as employment conditions remain unmonitored over the years, mainly due to inadequate capacity and logistical problems of the regulatory institutions such as the Department of Factories Inspectorate, the Mines Inspectorate and the Radiation Protection Board, as well as the unstructured nature of the enterprise activities.

Ghana therefore faces the dual challenge of hazardous working environment and difficulty to enforce occupational safety and health (OSH) standards. There is the challenge of enforcing employer responsibility to provide for occupational safety and health, and employee responsibility to ensure their safety by complying with safety and health measures. In other words, encouraging employers and employees in the formal and informal sectors of the economy to reduce or eliminate occupational hazards so as to protect their workforce has become problematic.

### **1.3.17 Private Sector Growth and Competitiveness**

Ghana's manufacturing sector has not responded well to the various economic and trade policy reforms pursued over the past decade. Manufacturing firms have faced considerable challenges in the forms of increased competition in the domestic and export markets and high production and distribution costs arising from high interest rates, aged and obsolete equipment, inefficient infrastructural services and low productivity. Critical bottlenecks which hamper private sector competitiveness and accelerated growth include complexity and non-transparency of the regulatory environment, limited access to long-term credit facilities, inadequate physical infrastructure, ineffective capacity of businesses, limited entrepreneurial skills, inadequate enforcement of artisanal standards, inefficient business support services and non-accrual of benefits of private sector development initiatives to micro enterprises and the informal sector.

The critical success factor in local production and distribution of goods is the availability of cost-competitive and quality raw materials and other inputs supply. Major local raw materials supplies are inadequate and expensive, and local fabrication of plant and machinery is virtually non-existent. Local manufacturers have to rely on imported raw materials and equipment. Government will initiate policies to increase local content in the manufacturing process by encouraging the processing of local raw materials and the fabrication of plant and machinery.

### **1.3.18 Productive Sectors and Infrastructure Development**

#### **1. Agriculture**

Agriculture remains the main source of employment for the growing workforce in Ghana even though its share in total employment shrunk by 8 percent between 1984 and 2000. About 6 out of



every 10 Ghanaian workers were employed by the agricultural sector in 1991/92. Although the proportion of agricultural workers has been declining, the sector still engages over half of the Ghanaian labour force. In 2013<sup>4</sup>, agriculture and manufacturing shed off 3 and 6 percentage points of its employment share respectively in favour of 1.2 percent gain by services. However, agriculture remains the main source of livelihood for Ghanaian workers, accounting for about 52 per cent of total employment in 2012/2013.

The declining share of agriculture in employment in favour of industry and services has not been as drastic as the drop in agriculture's contribution to GDP, as it has lost its lead position to the services sector.

The agriculture sector still relies heavily on rainfall for production, which has over the years proved to be difficult to harness. Limited attempts to implement policies aimed at conserving and utilising rainfall to improve agriculture have been frustrated by the choice of inappropriate technology. Land acquisition for large-scale commercial farming is still difficult. Other constraints include lack of affordable credit for agricultural development, rampant bushfires, post-harvest losses, lack of storage facilities, high transportation costs, and marketing problems. If agriculture is to play its economic role effectively and continue to provide quality raw materials to industry to support increased productive employment generation, then it is imperative that the constraints and impediments are removed and the sector modernised.

- **Non-Farm Activities and Rural Sector Employment**

Rain-fed crop farming does not provide full employment for farmers all year round due to slack and peak periods and seasonality in farming. The absence of irrigation technology for farmers in rural areas makes farming activities virtually come to a halt during intervening dry periods. Consequently, many of the economically active rural farm labourers turn attention to non-farm activities to gainfully use their time and supplement their incomes.

Also due to the overwhelmingly small-scale size of farm enterprises in the country, many of the members of the farm households are usually under-employed and tend to undertake some non-farm activities. Indeed, nonfarm employment has become popular among all Ghanaians. According to a report of GLSS 5, over three million households in Ghana operate nonfarm enterprises. This is clearly one area that requires intervention through the provision of incentives and education to improve farmers' productivity and incomes.

## **2. Industry**

Ghana's post-independence industrial development has evolved from import substitution industrialisation (ISI) strategy to the current private-sector led industrialisation programme. The industrial sector is the vanguard of structural change with the expectation that its share in GDP

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<sup>4</sup> GSS, GLSS 6 (2012/13)

would have increased beyond the 25.1 per cent it recorded in 2005. The sector also has the highest level of labour productivity, indicating greater potential for job creation and employment. This notwithstanding the sector faces serious operational and management difficulties. Land administration is a major problem in this sector too, as it is in the other two sectors. The problems of poor land use practices, multiple sales, multiple ownership, delays in processing of documents, etc. are serious constraints on investment that frustrates employment generation.

Though the ERP succeeded to a large extent in liberalising the economy, the anticipated expansion in the industrial sector, particularly in manufacturing, and private sector investment could not be achieved because the constraints facing the sector persisted.

Foreign Direct Investment (FDI) has been a significant contributor to changes in the industrial sector, and for this reason a lot of attention has been paid to foreign investment campaigns at the highest levels of government. Nevertheless, the recent record reveals a decrease in FDI, which has significant implications for employment creation in industry. Shifting the balance from the age-old promotion of FDI enclaves to models linking FDI to in-country business alliances, forging relationships with local suppliers of materials, components and value-added services, through sub-contracting, partnership exchanges and other arrangements will lead to significant value retention in-country, which will have significant impact on employment generation country-wide.

The manufacturing sub-sector remains the lead area of industrial sector employment, accounting for over 80% of total industrial sector employment or 11 per cent of total employment.

### **3. Services**

After rebasing the economy in 2010, the services sector became the lead sector in terms of contribution to GDP. In the year 2011, the sector registered a growth rate of 4.2 per cent, contributing 48.1 per cent of GDP. Within the services sector the biggest increases in size have been in transport, storage and communications, wholesale, retail trade, restaurants and hotels, finance and insurance, real-estate and business services, in that order.

Having become the biggest sector of the economy, the services sector is expected to become the leading source of growth in employment.

### **4. Infrastructure Development**

The Ghana Shared Growth and Development Agenda 2014-2017 (GSGDA II) emphasises the need to develop the transport, water and sanitation, and power infrastructure to support economic and social development. From a strategic development perspective, the government considers infrastructure investment as critical to sustaining growth and diversifying the economy away from natural resource exploitation. GSGDA II estimated that government will need to spend over \$ 1 billion for the next 10 years to bridge the infrastructure gaps in roads, railroads, marine and

inland port, water and sanitation, and energy.

### **1.3.19 Green Jobs**

As Ghana struggles to address the numerous issues of unemployment and vulnerable employment, there is also the issue of protecting the environment from pollution, degradation of natural resources and ensuring a sustainable environmentally friendly future. It is expected that sustainable economic growth should not degrade the environment to the detriment of future generations.

According to the ILO, millions of green jobs already exist in sectors such as energy efficiency, energy supply, transportation, and waste management. There is evidence of the viability and potential for green jobs across the entire workforce, but only a fraction of this potential is being tapped. Additional proactive policy initiatives and public as well as private investments are needed. There are therefore opportunities for government to take advantage of green technologies and approaches to creating jobs for the unemployed as well as protecting the environment in a sustainable manner for future generations.

### **1.3.20 Development of Cooperatives**

In recognition of the important role that Cooperatives play in organising individuals into productive entities and mobilising rural resources, government passed the Cooperative Societies Decree (NLCD 252) of 1968. This decree established the Department of Cooperatives and the Ghana Cooperatives Council for the administration and regulation of Cooperative activities in Ghana. The Department performs the following functions:

- Registration of groups into cooperative societies
- Auditing and inspection of cooperative societies
- Arbitration of disputes among cooperative societies, and
- Liquidation of cooperative societies.

Each year, an average of 650 cooperative societies is formed in all the sectors of the economy.

Cooperatives operate financial institutions called credit unions, and have formed an association called the Credit Union Association (CUA). In 2013, it was recorded that there were 412,256 employees who had joined the CUA. In the same year, the performance of Credit Unions was as follows:

- Deposits = GH¢193.4 million
- Loans = GH¢ 136.5 million

- Assets = GH¢ 237.3 million

Despite the achievements of the Cooperative System, it is faced with challenges, which limit its potential to create more opportunities for entrepreneurial and small-scale business development, and for job creation. There is lack of logistics, inadequate funding, weak coordination and regulation, and limited staff capacity.

### **1.3.21 Research, Development and Innovation**

Over the years, research institutions across the country conduct research into topical socio-economic development issues. But the research conducted by these academic institutions such as universities and polytechnics, Civil Society Organisations, and special research centres are barely used by the private sector.

Research provides a wide range of potentials for innovation and expansion of employment opportunities, especially through development new technologies and modernization of existing ones. However, there is little linkage between research results and their application in the economy. As a result, the practicability for innovation and development of research results is not usually known.

## **1.4 Key Issues**

The key issues that need to be addressed by the policy include the following:

1. Reduction in unemployment: Economic growth in recent years has not been accompanied by commensurate level of job creation leading to increasing unemployment, especially youth unemployment.
2. High rate of population growth: A rate of growth of population that is still high, resulting in a growing working population that far exceeds the rate of job creation.
3. Lack of forward and backward linkages between the productive sectors of the economy.
4. Uncompetitive private sector.
5. Large informal sector employment that is characterised by low productivity, huge informal sector deficits, vulnerable workers and working poor.
6. Weak resource mobilisation in support of the cooperative sector and of small-scale business development.
7. Over emphasis on academic education, skills mismatch and employability challenges.
8. Incidence of youth and seasonal unemployment among rural smallholder farm workers.
9. Weak institutional capacity for labour administration and coordination of employment

creation interventions.

10. Lack of accurate and timely labour market information for development decision making and planning.

## CHAPTER TWO: POLICY FRAMEWORK

### 2.0 Introduction

The National Employment Policy has been developed in recognition of certain core values and principles, existing legal and institutional frameworks, and policies and programmes. This chapter outlines the rationale for the policy, and these elements.

### 2.1 Rationale

The Government of Ghana recognises that employment is key to socio-economic development, crosscutting in nature and must be central to the national development agenda. Accordingly, the NEP is designed to:

- Provide a framework for accelerated decent job creation through sustainable growth in all sectors of the economy and provide strategic direction to reduce unemployment among the youth, early exiters, graduates, women and persons with disability;
- Guide the process of prioritizing employment creation strategies through well targeted policies and programmes;
- Promote an enterprise culture that shall induce entrepreneurship, self-reliance, and a national environment that rewards effort and initiative; and
- Facilitate mobilisation of resources for employment-creating programmes across all sectors of the economy.

### 2.2 Core Values and Guiding Principles

The core values and guiding principles underpinning this policy are:

- **Good Quality Economic Growth**

It is acknowledged that good quality economic growth increases opportunities for decent work. Growth that is sustainable, environmentally friendly, inclusive and that increases living standards can be an engine for job creation.

- **Social Justice**

Social justice requires promoting social inclusion and eliminating discrimination of all forms in the labour market.

- **Empowerment and Participation**

Empowerment, participation and representation of the vulnerable and the marginalised in employment policy formulation, implementation and evaluation, promotes social justice and equity.

- **Social Dialogue**

Social dialogue can be promoted through tripartism. It is required to develop consensus and to create the processes for mobilising social actors to manage conflicts, empower individuals and representative groups in order to achieve the goals of this policy.

- **Equity**

This principle requires tackling all sources of discrimination in the labour market and giving priority attention to investing in people and developing entrepreneurial capacity. It also entails equality of access to productive assets, education and basic services.

- **Adherence to the Constitution**

The rights of workers as prescribed by the Constitution of Ghana will be safeguarded at all times. These include the following:

- Every person has the right to work under satisfactory, safe and healthy conditions, and to receive equal pay for equal work without discrimination of any kind.
- Every worker shall be assured of rest, leisure and reasonable limitation of working hours, and periods of holidays with pay.
- Every worker has the right to form or join a trade union of their choice for the promotion and protection of their economic and social interests.
- The State shall safeguard the health, safety and welfare of all persons in employment, and shall establish the basis for the full deployment of the creative potential of all Ghanaians.
- The State shall encourage the participation of workers in the decision-making process at the work place.
- The State shall, in particular, take all necessary steps to establish a sound and healthy economy whose underlying principles shall include: the guarantee of fair and realistic remuneration for productivity in order to encourage continued production and higher productivity; affording ample opportunity for individual initiative and creativity in economic activities; and fostering an enabling environment for a pronounced role of the private sector in the economy.

- **Adherence to International Labour Standards**

Employment Policy Convention, 1964 (No. 122) defines the principles of employment policy as to ensure that:

- There is work for all who want to work;

- Such work should be as productive as possible;

There is freedom of choice of employment and the fullest opportunity for each worker to qualify for, and use his skills and endowments in a job for which he is well suited, irrespective of race, colour, sex, religion, political opinion, natural extraction or social origin; and

- This policy will also maintain all other international standards on employment.

- **Protection of Children Against Child Labour**

Local and international labour standards and regulations (Children's Act, 1998 (Act 560), and ILO Conventions 138 & 182) shall be enforced to ensure that children who are not eligible to work are protected and prevented from hazardous work.

- **Community-driven Initiatives**

Government shall encourage local participation and community intervention, which shall be implemented to address the employment and underemployment challenges identified at the community level.

## 2.3 Goal

The goal of the NEP is **to create gainful and decent employment opportunities for the growing labour force to improve their living conditions and contribute to economic growth and national development within the framework of equity, fairness, security and dignity.**

## 2.4 Key Objectives

The key objectives to be pursued in order to achieve the overall goal are:

1. To create more decent jobs to meet the growing demand for employment.
2. To improve the quality of jobs for those who are employed.
3. To increase labour productivity.
4. To strengthen governance and labour administration.



## 2.5 Policy/ Legal Context

The goals and objectives are based on the principles arising out of the following existing legal instruments (laws, regulations and policies), among others, which shall also provide guidelines for the regulation of employment, working conditions and labour relations.

### 2.5.1 Laws and Regulations

- Labour Act, 2003 (Act 651)
- Labour Regulation (2007) LI 1833
- National Labour Commission Regulations (2006) LI 1822
- Alternative Dispute Resolution Act, 2010 (Act 798)
- Children’s Act, 1998 (Act 560)
- Customs, Excise and Preventive Law, 1993 (P.N.D.C.L 330)
- Environmental Protection Agency Act, 1999 (Act 490)
- Ghana Investment Act, 2013 (Act 865)
- Immigration Act, 2000 (Act 573)
- Income Tax Decree, 1979 (S.M.C.D)
- National Pensions Act, 2008 (Act 766)
- Persons with Disability Act, 2006 (Act 715)
- Public Procurement Act, 2012 (Act 663)
- Petroleum Local Content Act and Local Participation Regulations, 2013 (LI 2204)
- Technology Transfer Regulations, 1992 (LI 1547)
- The Immigration Regulations, 2001 (LI 1691)
- Workmen’s Compensation Law, 1987 (PNDCL 187)
- Factories, Offices and Shops Act 1970 (Act 328)
- Food Factory Regulations (1959) LI 33
- Boiler and Pressure Vessel Regulation LI 663
- Factories (Docks Safety) Regulation (1960) LI 86
- Wood Working Regulation (1960) LI 34
- Wood Working Regulation (1959) LN 301
- Minerals & Mining (Health, Safety and Technical) Regulation, 2012 (LI 2182)

### 1.5.2 Policies and Programmes

The existing sector policies underpinning the National Employment Policy include:

- Food and Agriculture Sector Development Policy (FASDEP II)
- Ghana Forest Investment Plan
- Trade Sector Support Programme (TSSP)<sup>5</sup>

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<sup>5</sup>The TSSP is the implementation plan (2001-2010) of the Ghana Trade Policy

- Ghana Industrial Policy<sup>6</sup>
- Industrial Sector Support Programme (ISSP)<sup>7</sup>
- Ghana Infrastructure Plan<sup>8</sup>
- Ghana National Urban Policy
- National Environment Policy
- Ghana National Climate Change Policy
- Ghana Trade Policy<sup>9</sup>
- Housing Policy Labour-intensive Public Works Policy
- Medium Term Agriculture Sector Investment Plan (METASIP)
- National HIV Workplace Policy
- National Youth Policy
- Public Private Partnership Policy

## 2.6 Policy Development Process

The development process of the National Employment Policy was done in line with the policy development processes of Ghana aligned with international good practices such as ILO *‘Guide for the Formulation of National Employment Policies’, 2012*. The process started with reports, publications and concerns raised by job seekers, employees, employers, the unemployed, academia, Government institutions, Social Partners and the general public for a comprehensive and coordinated framework to address the issues affecting the quality and quantity of employment in Ghana. This need was also captured in the Growth and Poverty Reduction Strategy II (2006- 2009) as a major national development concern. Similarly, Ghana Shared Growth and Development Agenda (GSGDA I (2010-2013) & GSGDAII (2014-2017)) identified the development of a National Employment Policy as a key national development strategy.

In order to facilitate the policy development process a Labour Economist was commissioned to develop a zero draft. The zero draft was based on information collected from literature review and zonal stakeholder consultations organised across the country. The draft One (1) of National Employment Policy which was completed in 2012 was further reviewed in 2014 by a Technical Tripartite Committee in a social dialogue to align it to development objectives of Government and the national development agenda.

The Reviewed National Employment Policy (draft 2) was further subjected to a national validation process where stakeholders, including sector MDA, MMDA, Academia,

<sup>6</sup> This was developed out of the TSSP and launched in June 2011

<sup>7</sup>This is the implementation plan (2012-2016) of the Ghana Industrial Policy

<sup>8</sup>Prepared by the Ministry of Finance in 2012 based on GSGDA.

<sup>9</sup>This was launched in February 2005

Parliamentarians, Political Parties, the Media, Think Tanks, Training Institutions and the tripartite constituents met to discuss the changes effected for further comments and inputs. After the national validation workshop, the Technical Committee was re-assigned to endure that the comments and inputs of stakeholders and the tripartite constituents are incorporated into the final draft (draft 3).The final draft (draft 3) was submitted to the NDPC for policy alignment. The policy alignment issues were related to editorial, structural and formatting concerns which were incorporated.

The draft 3 NEP and its implementation plan were subsequently submitted to Cabinet giving executive force to the documents.

## CHAPTER THREE: STRATEGIC ACTIONS TO ACHIEVE THE KEY OBJECTIVES

### 3.0 Introduction

This chapter catalogues the strategic actions through which the key policy objectives will be achieved.

#### 3.1 Objective 1: To create more decent jobs to meet the demand for employment.

The achievement of this key policy objective will be measured as an increase in the employment and/or a decrease in the unemployment rates. Strategic actions to achieve this objective include the following:

1. Mainstream job creation in national development planning and strategy at all levels as a major goal of development and make employment outcomes key development indicators.
2. Adopt pro-employment macroeconomic management strategies.
3. Adopt community-driven employment strategies through local participation and community owned interventions.
4. Remove operational and institutional bottlenecks that hamper private sector competitiveness and accelerated growth so as to significantly improve the business and investment climate, and to expand production of goods and services in order to create more job opportunities.
5. Establish specialised financial structures to provide medium-to-long-term financing for SMEs/SMIs, and to promote diversification of financial instruments such as risk capital, mutual sureties, leasing, and guarantee funds to facilitate access of enterprises to financing in order to create more decent jobs.
6. Identify and promote investment in strategic sectors of the economy that have the greatest potential for job creation, such as modernised agriculture, industry, tourism, and ICT.
7. Identify and promote incentives for business development, innovation and employment of targeted groups including young graduates and the vulnerable in the society.
8. Promote and support initiatives for the creation of green jobs in energy and industrial efficiency, energy supply, transportation, biodiversity, conservation and ecosystem restoration, soil and land management, and waste management.
9. Ensure policy coherence between this employment policy and policies for other

sectors of the economy; agriculture, industry, and services – and for sub-sectors and other key areas such as trade, investment, education, and population in order to support the national employment agenda.

10. Increase access to labour market information for people living in all parts of the country, especially those in the rural areas.

11. Promote vigorously Made-in-Ghana goods in order to capture a greater share of the local market and to penetrate international markets, for significant expansion of local production and increased employment opportunities.

12. Develop and implement the National Labour Migration Policy and issue guidelines to address labour migration challenges.

13. Enforce compliance with the Local Content Act, and support local enterprises to develop the requisite capacity.

14. Develop human capital to optimise opportunities offered by emerging industries such as Oil and Gas, and the maritime sector.

15. Promote a national system of apprenticeship that shall be primarily targeted at further preparing the youth and those who exit early from school to acquire proficiency in the numerous areas of skills, industry, and craftsmanship.

16. Prioritise TVET for job-seekers planning to enter into self-employment, entrepreneurs and workers planning to enter into self-employment.

17. Integrate Guidance and Counseling into the school system and make it available to pupils and students on a continuous basis to ensure that pupils and students make the right choices, plans and decisions about their future based on information available on the job market.

18. Introduce support measures to ease transition from school to the world of work such as incentives for enterprises to engage and train young people, and programmes in which training and work alternate.

19. Provide special assistance for the development of women entrepreneurship, and improve their access to credit, provide them adequate institutional support, remove cultural inhibitions, and provide them practical management training to become successful business women and effective role models in society.

20. Establish operational linkages between agriculture, industry (particularly manufacturing) and service industries for a more coordinated economic development.

21. Organise graduates with vocational skills who wish to enter into self-employment into cooperative societies and nurture them into viable enterprises.
22. Where feasible, give priority to the use of labour-intensive approaches in the production of public goods and services, including the implementation of the Labour-Intensive Public Works (LiPW) Policy in all sectors, to ensure that government uses public investment expenditure to generate sustainable employment opportunities for the extreme poor in the labour market, especially women.
23. Promote and support the establishment of social enterprises for job creation among the young and vulnerable groups.

### **3.2 Objective 2: To improve the quality of jobs for those employed**

The quality of jobs is related to the type of work performed and the associated income and working conditions. The quality of work in the informal economy is often poor. The share of the working poor, proportion of vulnerable workers and labour productivity will be assessed in order to determine how to improve the quality of jobs of the employed. The working poor represents the proportion of workers living with their families on less than US\$2 a day, while vulnerable employment (with high percentage being women) is often characterised by low pay and difficult working conditions in which the worker's fundamental rights may be denied or compromised. Strategies to achieve this objective include the following:

1. Enforce employment protection regulations and introduce new legislation where necessary.
2. Enhance public education on the rights of workers and the need to enter into proper contractual agreements with employers.
3. Enforce labour laws and regulation including Occupational Safety and Health at all work places
4. Facilitate and supervise the transition from informal to formal economy.
5. Ensure routine data collection through the Ghana Labour Market Information System and maintain a national database on the informal economy.
6. Integrate SMEs engaged in informal economic activities into urban structure and local plans, and implement measures targeted at assisting them to grow and employ more persons.
7. Institute measures to ensure that PWDs and PLWHAs are fully mainstreamed into the labour market in accordance with the Labour Act and related laws.

8. In line with FASDEP II, implement targeted interventions for small-holder farmers, particularly risk-prone (subsistence) farmers, to reduce their vulnerability and help improve their productivity.
9. Institute measures to promote forward and backward linkages between local small-scale enterprises and multinational businesses. Through tripartite consultations with multinational businesses in the supply chain, try to maximise the positive contribution that multinational businesses make to the local economy in terms of employment and training.
10. Resource the NBSSI and its BACs to work closely with trade and business associations and the Registrar-General's Department to promote the registration of informal enterprises.
11. Provide financial and non-financial assistance such as credit, market information and other business advisory and extension services from support institutions such as MASLOC to informal operators who would be organised into cooperative societies.
12. Pursue measures for improving gender equity in employment to enhance women's access to productive employment opportunities.
13. Implement specific measures and standards to protect the health of working women during pregnancy, after childbirth and while breastfeeding.
14. Ensure strict enforcement of decent work standards in terms of opportunities for productive work, income, security at the workplace, social protection for workers and their families, better prospects for personal development and social integration, freedoms to form unions, and equality of opportunity for all.
15. Expand social protection mechanisms for workers exposed to external shocks (i.e. fire, flood, retrenchment, structural changes to green economy, etc), and develop new learning strategies to help them cope with these socio-economic shocks before they are re-integrated into the labour market.
16. Expand and accelerate the implementation of initiatives directed at eliminating all forms of child labour, and collaborate effectively with partners to eliminate the worst forms of child labour.

### **3.3 Objective 3: To increase Labour productivity.**

Anecdotal evidence suggests that labour productivity is generally perceived to be low in Ghana; and it is lower in the informal economy. Measures already stated that are targeted at both the formal and informal economies are expected to increase productivity in the long run. Additional strategies to boost labour productivity include the following:

1. In line with the National Science, Technology and Innovation Development Programme (STIDEP-I), promote and support the adoption of science, technology and innovation in all sectors of the economy.
2. Support the acquisition of technology through research and innovation.
3. Encourage the use of ICT to increase productivity and create more employment.
4. Intensify supervision of work in the public sector.
5. Pursue measures to engender positive attitudes towards work.
6. Improve infrastructural services.
7. Promote work-related training and re-training.
8. Institute measures to ensure the uptake of research by industry to increase productivity.
9. Introduce an objective performance management system that links public sector wages to public sector pay and productivity.



### **3.4 Objective 4: To Enhance Governance and Labour Administration**

The achievement of this objective requires institutional development. Strategies for achieving this objective include the following:

1. Strengthen institutional capacity of the Labour Department, Occupational Safety and Health institutions, National Labour Commission and Create an Occupational Safety Health Authority, among others to enforce compliance with labour laws and regulations.
2. Effectively monitor compliance with labour standards and regulations.
3. Strengthen the Fair Wages and Salaries Commission (FWSC) to manage public sector wages and salaries efficiently.
4. Prepare a national human resource development plan involving the identification of present and future skills needs and related training programmes.
5. Promote and support research for labour market information to inform policy.
6. Publish and effectively disseminate labour market information to inform all stakeholders.
7. Strengthen the capacity of the Ministry responsible for employment to coordinate labour administration in the country effectively.
8. Increase capacity for inspection of business premises.
9. Strengthen Occupational Safety and Health monitoring in the informal economy.
10. Promote social dialogue in labour administration.

## CHAPTER FOUR: IMPLEMENTATION ARRANGEMENTS

### 4.0 Introduction

This chapter outlines the institutional framework within which the NEP is expected to be implemented. It also provides for new arrangements expected to facilitate implementation and enhance coordination.

### 4.1 Implementation Plan

In collaboration and consultation with key implementing agencies, an Implementation Plan shall be developed to translate all the policy recommendations/strategies into specific measurable policy activities and targets expected to be achieved within stipulated timeframes.

The NEP shall be implemented by all sectors of the economy in partnership with the private sector. The Ministry responsible for employment and its technical Departments and Agencies shall play a coordinating role to ensure that implementation challenges are resolved and outcomes achieved in a timely manner.

The Ministry of Finance (MoF) and the National Development Planning Commission (NDPC) shall ensure integration of quantitative and qualitative employment indicators into macroeconomic policies and national development plans, respectively. The MoF shall strengthen resource mobilisation strategies for employment promotion related activities.

The implementation of the Policy shall begin with nation-wide sensitisation campaigns to explain the rationale, objectives and deliverables of the Policy, to state the opportunities that exist for employment, and to state how the employed and unemployed can take advantage of them.

### 4.2 Monitoring and Evaluation

Employment, vulnerable employment and unemployment are development issues that cut across all sectors of the economy. In order to track progress towards achieving the targets set in relation to the objectives of the NEP, the Ministry responsible for employment shall supervise and coordinate the development of sector-specific national employment policy monitoring and evaluation plans based on the National Monitoring and Evaluation Framework provided by NDPC. These plans shall contain sector-specific objectives that are linked to employment *indicators, outputs and outcomes*. The M&E systems shall also focus on measuring the quantity and quality of employment in all sectors and their implications for job creation and income diversification on sector policies and plans.

The various sector-specific M&E reports shall provide information on the process of implementation of all the components of the action plan (programmes and projects), and challenges, as well as inform stakeholders and implementers to take evidence-based corrective

measures in a timely manner. To facilitate oversight and coordination across sectors, the Ministry shall also take steps to harmonise all the sector-specific M&E plans into a National Employment M&E Plan.

The following strategies shall be adopted in the medium-term to enhance all the M&E systems:

- Reinforce the institutional arrangements with adequate capacity to support and sustain effective monitoring and evaluation;
- Evolve an efficient system for generating relevant, reliable and timely quantitative and qualitative gender disaggregated information;
- Manage an effective feedback mechanism that makes statistical information available in a useable form to Government, the private sector and civil society;
- Ensure a holistic approach to M&E that shall include monitoring of inputs (including resource allocation and use), as well as processes and outputs, in addition to evaluate the outcomes;
- Develop general report formats/templates for use in all sectors;
- Foster participatory M&E; and
- Continue to build the technical capacity for M&E at all levels.

The Ministry responsible for employment, through its technical Departments and Agencies, shall be responsible for compilation of quarterly monitoring and periodic evaluation reports submitted to the National Employment Coordinating Council (NECC), which shall be backed by law, so as to guide the work of key stakeholders/sectors involved in the implementation of the Policy. As the coordinating council, the NECC shall be made up of representatives of employment generating sectors and social partners. It shall be chaired by H.E. the Vice-President of the Republic of Ghana. M&E reports shall be issued annually to the President, Cabinet, Ministers, Parliament and the NDPC to enable them to track desired national employment outcomes.

### **4.3 Review of the National Employment Policy**

The NEP will be reviewed periodically to make information available for the national budget. The programmes and projects which will be developed and implemented from the Policy will, however, be reviewed regularly, taking into consideration feedback from monitoring and evaluation reports. The development of sector strategic and business plans and programmes too will be reviewed regularly. Major reviews will be undertaken every three years to ensure consistency with the implementation of the Medium-Term Expenditure Framework (MTEF) budgeting process. The Ministry responsible for employment will oversee for the reviews and revision of the Policy and will advise the sector Minister and the NECC accordingly.

## **4.4 Financing the Policy**

This Policy will be implemented as part of the recurrent budget of the Government of Ghana through annual budget allocations. Government may also collaborate with Development Partners and the Private Sector to implement sections of the policy through the use of private and donor funds.

## **4.5 Institutional Roles and Responsibilities**

### **4.5.1 National Employment Coordinating Council**

A National Employment Coordinating Council (NECC) shall be set up to support the Ministry responsible for employment and its technical Departments and Agencies to implement the NEP. The NECC shall be constituted by representatives of employment generating sectors, and it shall be responsible by H.E. the Vice-President of the Republic of Ghana.

### **4.5.2 Social Dialogue**

The design and implementation of sustainable multi-sectoral employment policies entails profound institutional adjustments, changes in production processes and technologies. Government will ensure strong dialogue with, and solicit inputs from, Social Partners and the Tripartite constituents for informed decision-making. Government will also collaborate with the International Labour Organisation for technical and financial support. Government will take advantage of the wide and rich resources of country and regional experiences in the development and implementation of comprehensive national employment policies.

### **4.5.3 Employment Sector Working Group**

The Ministry shall chair an Employment Sector Working Group on employment and job creation. The group shall include all MDAs with high employment generation potential. The working group shall perform core-coordinating functions and consider alternative policy options that would increase employment within their respective sectors. The group will make policy proposals while providing information on the status of employment generating interventions in sectors to the Ministry to inform decision making and planning.

### **4.5.4 National Development Planning Commission**

The National Development Planning Commission (NDPC) will have the responsibility for ensuring that the long-term development goal of the National Employment Policy is adequately integrated into medium and long-term development plans of the country. The NDPC will ensure that a deliberate effort is made by MDAs and the Private Sector to formulate longer term strategies for achieving significant improvement in employment opportunities, including policy measures for achieving economic growth and reducing unemployment, under-employment and poverty.

#### **4.5.5 Ministry of Finance**

The Ministry of Finance together with the NDPC will play the critical role of placing employment outcomes at the centre of national development processes and will ensure that budget guidelines to the various sectors contain adequate information to encourage sectors to formulate employment centred growth strategies. In particular, the Minister for Finance will ensure that the Budget Statement and Economic Policy of the Government of Ghana contain clearly defined objectives for progressively reducing unemployment and under employment, and also for creating productive job opportunities through specific policies, programmes and initiatives. The Minister will further ensure that budget statements provide conducive environment and adequate incentives for the private sector to invest in sub-sectors with high potential for employment generation.

#### **4.5.6 Ministry of Trade and Industry**

The Ministry of Trade and Industry and its agencies will continue to pursue its trade and investment support programme, PSDS II and current programmes and projects consistent with the goals, objectives, strategies and actions stated in this NEP. Its trade, investment and industrial policies must be focussed on productive activity and services that enhance the creation of productive employment and decent work for all Ghanaians.

#### **4.5.7 Ministry of Employment and Labour Relations**

The Ministry responsible for employment will have the main responsibility of providing the NDPC and the MoF with labour market information in close collaboration with the Ghana Statistical Service and other labour organisations so as to enable the NDPC and MoF to obtain up-to-date relevant data needed for policy formulation that will ultimately lead to the attainment of full, freely chosen productive employment.

The MELR will further make labour market information available to all other government, and non-government agencies and the academia for policy research and planning purposes and for the maximisation of productive employment in all sectors of the economy. In addition, the Ministry and its technical departments and agencies will perform other function as indicated in other sections of this policy.

#### **4.5.8 Ghana Statistical Service**

The Ghana Statistical Service is by law responsible for the collection, compilation, analysis, publication and dissemination of official statistics of Ghana. The Service will work closely with the MELR and other agencies on producing labour statistics and undertake periodic surveys on labour force and employment in both the formal and informal sectors of the national economy.

#### **4.5.9 Ministry of Local Government, and Rural Development**

The Ministry of Local Government, and Rural Development will ensure that MMDAs take appropriate measures to implement policy interventions in this NEP that, are relevant to them. Specifically, the Ministry will ensure that development activities and investments of the MMDAs take account of productive employment and income generation. The MMDAs will ensure that a favourable business environment is created in their jurisdictions in order to attract the private sector to invest in productive sectors of the local economy to promote employment. The Ministry will further ensure, through facilitation of the implementation of policies and strategies contained in this NEP, that the transformation of the rural economy through farm and non-farm activities and value-added industrial processes is supported with adequate local incentives, infrastructure and business support services. The MMDAs will be encouraged to apply Labour-intensive Public Works techniques where feasible.

#### **4.5.10 Ministry of Food and Agriculture**

The Ministry of Food and Agriculture will ensure that a comprehensive programme with adequate incentives is designed to attract the private sector to invest in large-scale agricultural farming for export and for satisfying the raw material needs of industry. The Ministry will also ensure that the programme includes agricultural activities that will attract educated youth to seek long term employment in the sector. The Ministry's broad mandate is relevant to this NEP, as it implements measures that are aimed at improving agricultural productivity, decreasing employment, reducing under-employment and increasing the income of farmers.

#### **4.5.11 Ministry of Gender, Children and Social Protection**

As the Ministry responsibility to coordinate all social protection interventions in the country, the Ministry of Gender, Children and Social Protection will be expected to work in close collaboration with the Ministry responsible for employment. Both Ministries must ensure that beneficiaries of social assistance programs who have productive capacity are linked with labour market policy interventions. This is to ensure that beneficiaries of social assistance intervention who can work do not become over-reliant and a burden to the state.

#### **4.5.12 Ministry of Communications**

The Ministry of Communications will be responsible for assisting the Ministry responsible for employment to develop a communication strategy on the NEP. The Ministry will use the offices of the Information Services Department in the regions and districts to inform all Ghanaians of the opportunities that this Policy offers and the arrangements available for taking advantage of the opportunities.

#### **4.5.13 Other Government Ministries and Policy Making Institutions**

All other Ministries and policy making institutions will be responsible for ensuring that sector and agency policies and strategies are aligned with the NEP. Furthermore, MDAs are expected to incorporate the relevant policy elements in their strategic plans and implementation programmes so as to support the employment creation efforts of government. In particular, agencies responsible for promoting local and foreign investment will have to target investments that increase opportunities for increasing economic growth and generating productive employment. These agencies will also be assisted to develop specific strategies to promote productive employment generation.

#### **4.5.14 Role of Employers and Workers' Organisations**

All Social Partners especially the Ghana Employers' Association (GEA) and Organised Labour will be expected to cooperate closely with the Ministry of Employment and Labour Relations and other relevant bodies in the implementation, monitoring and evaluation of this Policy towards the attainment of its stated objectives. Furthermore, all Social partners will also be encouraged to strengthen their ties with Development Partners, especially the ILO to deliver their mandates efficiently and effectively. In general terms all Social Partners are expected to play significant roles in the policy dialogue that promotes industrial harmony, productivity improvement, economic growth and consequently productive employment.

#### **4.5.15 Donor Contribution and Coordination**

It is envisaged that, Development Partners will be expected to continue their support to Government in the design and implementation of the country's development programmes that are aimed at achieving accelerated economic growth, poverty reduction and productive employment generation. Government also expects DPs to take the NEP into consideration and make adjustments to their country assistance and donor cooperation programmes so as to support productive employment generation strategies.

#### **4.5.16 Role of NGOs and Civil Society Organisations**

Non-Governmental Organisations (NGOs) continue to play a major role in the implementation of development programmes in Ghana, especially in rural and semi-urban areas. Government will also continue to recognise the immense contribution of Non-Governmental Organisation (NGOs) and Civil Society Organisations (CSOs) in the implementation of the decentralisation programme, which has brought the delivery of political, economic and social dividends including micro enterprise support, education and health services delivery, and employment opportunities to people at the grassroots level. Government expects that NGOs and CSOs will find this Policy worthy of their support and incorporation into their programmes and projects.

## ANNEXES:

### Annex 1: Glossary

No.	Terminologies	Definitions
1.	Decent Work	Opportunities for work that are productive and deliver fair income, security in the workplace, social protection for families, better prospects for personal development and social integration, freedom for workers to express their concerns, organise and participate in decisions that affect their lives and equality of opportunity, and fair treatment of all women and men.
2.	Employment	Proportion of the population aged 15 and above working for pay, profit or family gain within a seven (7) day period.
3.	Incentives	Targeted financial and non-financial benefits provided by Government Agencies and Institutions to promote investment and business development.
4.	Informal economy	All economic activities by people and economic units that are (in law or practice) not covered or insufficiently covered by formal arrangements, including registration and regulation. It encompasses the self-employed as well as those who employ a small number of paid or unpaid workers, typically in micro and small-scale enterprises.
5.	Labour-intensive Public Works	A social protection measure that makes labour a dominant resource, supplemented with light equipment aimed at giving employment to the very poor in the society while ensuring cost-effectiveness and quality.
6.	National Daily Minimum Wage	A minimum sum payable to a worker for work performed or services rendered within a given period, whether calculated on the basis of time or output, which may not be reduced either by individual or collective agreement, which is guaranteed by law, and which may be determined to cover the minimum needs of the worker or



		his/her family in the light of economic and social conditions.
7.	Productive sectors	All economic activities related to Agriculture, Manufacturing and Services.
8.	Productivity	Output per unit of labour.
9.	Quality Employment	Employment that ensures decent work and high productivity.
10.	Support services	Services provided by Government Agencies and Institutions to operators in the productive sectors that are aimed at business development.
11.	Unemployment	Proportion of the population not working but available for work and looking for work.
12.	Vulnerable Employment	Employment that lacks elements of decent work (i.e., employment that has inadequate earnings, inadequate social security, breaches fundamental working rights, insufficient or lacks social dialogue mechanisms, and low productivity).

## Annex 2: Policy Validation Technical Team

No.	Name	Institution
1	Sammy-Longman Attakumah	MELR
2.	Roland A. Modey	MELR
3.	Mary-Anne Addo	MELR
4.	R.S. Kuuzegh	MELR
5.	Emma Ofori Agyemang	MELR
6.	Ernest Berko	MELR
7	Eugene N. Korletey	Labour Department
8.	Stephen B. Amponsah	NVTI
8.	Dr. Isaac Mensah Bonsu	National Development Planning Commission
9.	Akua Ofori-Asumadu	ILO

### Annex 3: Inter-Sectoral Consultation

No.	Institution	Number of Representatives
<b>A</b>	<b>Ministries, Departments and Agencies:</b>	
	Ministry of Employment and Labour Relations	10
	Ministry of Water Resources, Works and Housing	2
	Ministry of Education	2
	Ministry Roads and Highways	2
	Ministry of Food and Agriculture	2
	Ministry of Environment, Science, Technology and Innovation	2
	Ministry of Finance	2
	Ministry of Tourism, Culture and Creative Arts	2
	Ministry of Local Government and Rural Development	2
	Labour Department	2
	Department of Factories Inspectorate	2
	Department of Cooperative	2
	National Vocational Training Institution	2
	Management Development and Productivity Institute	2
	Opportunities Industrialisation Centres Ghana	2
	Integrated Community Centre for Employable Skills	2
	Ghana Employment and Entrepreneurial Agency	2
	National Tripartite Committee	2
	National Population Council	2
	National Council on Persons with Disability	2
	National AIDS Commission	2
	Department of Feeder Roads	2
	Ghana Social Opportunities Project	2
	Ghana Youth Employment and Entrepreneurial Development Agency	2
	Bank of Ghana	2
	Parliamentary Select Committee on Employment, State Enterprises and Social Welfare.	2
<b>B</b>	<b>Social Partners:</b>	
	Ghana Employers' Association	2
	Trade Unions Congress	2
	International Labour Organisation-Ghana	3
<b>C</b>	<b>Research Institutions and Civil Society:</b>	
	Department of Economics- University of Ghana	2
	IMANI	2
	Institute of Social and Economic Research	2