



**REPUBLIC OF NAMIBIA**

# **NAMIBIAN NATIONAL EMPLOYMENT POLICY**

## **2013-2017**

*Achieving sustainable, productive and decent employment and incomes for all  
Namibians*

*June 2013*

# Table of contents

Preface	ii
Introduction	iii
Abbreviations	v
Glossary of terms	viii
<b>PART 1: Situational Analysis</b>	1
1.1 Macroeconomic indicators and challenges	1
1.2. (Un) employment, informal employment and employability in Namibia	2
1.2.1 Employment profile	2
1.2.2 Unemployment rates and trends	3
1.2.3 Formal and informal employment	4
1.2.4 Social protection	5
1.2.5 Skills shortages and mismatch between skills supply and demand	6
1.3 Past efforts to address unemployment	7
1.3.1 Sectoral interventions	7
1.4 Reaching the objectives of NDP4: The role of the NEP	9
1.5 Links to other sectoral policies and the legal framework	10
<b>PART 2: Policy Framework</b>	12
2.1 Goals and objectives	12
2.2 Principles	12
2.2.1 Decent work	12
2.2.2 Gender equality	12
2.2.3 Focus on the youth	13
2.2.4 Sustainable development: greening the economy and green jobs	13
2.2.5 Conducive economic environment	13
2.2.6 Value addition	14
2.3 Priority areas and strategies	14
2.3.1 Pro-employment macroeconomic policies	14
2.3.2 Agriculture-led industrialisation	16
2.3.3 Public works: housing and sanitation and other infrastructure	17
2.3.4 Informal economy and SMEs	18
2.3.5 Renewable energy	21
2.3.6 Tourism	22
2.3.7 Skills development	23
2.3.8 Improved social protection	23
2.3.9 Labour administration and labour standards	25
<b>PART 3: Policy Implementation Framework</b>	28
3.1 Implementation plan and role-players	28
3.2 Institutional coordination framework	28
3.3 Financing and budget	32
3.3 Monitoring and evaluation	32
3.4 Review of the policy	32
Bibliography	33

## Preface

to be added (Minister of Labour and Social Welfare?)

## **Introduction**

Employment creation has been generally acknowledged as one of the key challenges in Namibia today. Successive labour force surveys have shown that despite fairly stable but moderate economic growth rates, the unemployment problem has increase over time, affecting about half of our economically active population in 2008 and a third in 2012. Thus there is a need for decisive intervention if we are to reach the goals set by Vision 2030.

The fourth National Development Plan NDP4 has placed employment creation and the reduction of inequalities at the centre of all government efforts in the coming years. This new employment policy is thus a further contribution to that process. It builds on various existing initiatives and highlights the key priority areas in the years to come. Past initiatives like the National Employment Policies of 1997 needed to be updated and refocused while the targeted Intervention Programme for Employment and Economic Growth (TIPEEG) was of a short-term nature and could not address the unemployment problem holistically. This gap is meant to be filled by this new employment policy which outlines agriculture-based industrialisation, systematic and targeted value addition, renewable energy generation and green jobs, public works programmes to create housing and sanitation facilities, tourism, SMEs and transforming the informal economy as key areas for job creation in the years to come. Providing an enabling policy environment, including macroeconomic policy, market responsive skills development policy, sound financial policy, etc. will form an integral part of the productive job creation strategy. A special emphasis will be placed on the employment of women and youth who are worst affected by the current levels of unemployment and informal employment.

The new employment policy will present an analysis of unemployment and employment trends and a brief review of previous employment creation initiatives. The document also outlines the priority areas for employment creation between 2013 and 2017. This is followed by an accompanying implementation plan outlining the role players whose contributions are required to successfully implement this policy. Finally, the monitoring and evaluation plan is meant to ensure that this policy will practically contribute to the creation of thousands of additional, sustainable and decent jobs in Namibia.

The National Employment Policy was developed in a participatory manner drawing not only on various government Ministries and agencies but also on social partners namely, employers, trade unions and informal economy organisations. Thus this document has drawn on and incorporated the views and proposals of a broad range of stakeholders. The process was supported since its inception by the International Labour Organisation (ILO) and formed part of Namibia's Decent Work Country Programme.

**George Simaata**

**Permanent Secretary**

## **Abbreviations**

AEA	Agricultural Employers Association
AIDS	Acquired Immune Deficiency Syndrome
AU	African Union
BIG	Basic Income Grant
BIPA	Business and Industrial Property Agency
BTP	Build Together Programme
CAADP	Comprehensive Africa Agricultural Development Programme
CBNRM	Community Based Natural Resource Management
CYB	Credit for Youth in Business
DBTP	Decentralised Build Together Programme
DWCP	Decent Work Country Programme
EPAs	Economic Partnership Agreements
EPZ	Export Processing Zone
EU	European Union
FAO	Food and Agriculture Organisation
GDP	Gross Domestic Product
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
ILO	International Labour Organisation
IPBC	Indigenous People’s Business Council
IPP	Independent Power Producer
JCC	Joint Consultative Council
LFS	Labour Force Survey
MET	Ministry of Environment and Tourism
MHSS	Ministry of Health and Social Services
MLR	Ministry of Lands and Resettlement
MLSW	Ministry of Labour and Social Welfare
MME	Ministry of Mines and Energy

MoE	Ministry of Education
MoF	Ministry of Finance
MRLGHRD	Ministry of Regional and Local Government and Housing and Rural Development
MSS	Ministry of Safety and Security
MWT	Ministry of Works and Transport
MYNSSC	Ministry of Youth National Service, Sport and Culture
MTEF	Medium Term Expenditure Framework
MTI	Ministry of Trade and Industry
NAB	Namibia Agronomic Board
NACOBTA	Namibia Community Based Tourism Association
NAFWU	Namibia Farmworkers Union
NCCI	Namibian Chamber of Commerce and Industry
NEF	Namibian Employers' Federation
NEP	National Employment Policies
NAU	Namibia Agricultural Union
NDP	National Development Plan
NEF	Namibian Employers' Federation
NEP	National Employment Policy
NEPAD	New Partnership for Africa's Development
NHE	National Housing Enterprise
NHRP	National Human Resources Plan
NLFS	Namibia Labour Force Survey
NMA	Namibia Manufacturers' Association
NNFU	Namibia National Farmers Union
NPC	National Planning Commission
NSA	Namibia Statistics Agency
NTB	Namibia Tourism Board
NUNW	National Union of Namibian Workers
NQA	Namibia Qualifications Authority
NSS	National Sanitation Strategy

NTA	Namibia Training Authority
NUNW	National Union of Namibian Workers
NYC	National Youth Council
NYCS	Namibia Youth Credit Scheme
NYS	National Youth Service
ODSOM	Occupational Demand and Supply Outlook Model
OSH	Occupational Safety and Health
RNF	Recycle Namibia Forum
RPL	Recognition of Prior Learning
SMEs	Small and Medium-size Enterprises
SSC	Social Security Commission
TIPEC	Targeted Intervention Programme for Employment Creation
TIPEEG	Targeted Intervention Programme for Employment and Economic Growth
TNC	Transnational Corporation
TUCNA	Trade Union Congress of Namibia
UN	United Nations
VET	Vocational Education and Training
WSASP	Water Supply and Sanitation Policy

## Glossary of Terms

Decent work:	Refers to opportunities for work that is productive, safe and delivers a meaningful income, security in the workplace and social protection for families, better prospects for personal development and social integration, freedom of expression and association, to organise and participate in the decision making and equality of opportunity and treatment for all women and men.
Economically inactive:	All persons below the age of 15 years of age and all persons over 15 years of age who are not available for work since they are full-time learners or students, homemakers (people involved only in unpaid household duties), ill, disabled or on retirement (NSA definition).
Economically active:	All persons within the working age group of 15 years of age and above with the exception of the persons defined as economically inactive (NSA definition).
Labour force:	All persons who constitute the working age group population aged 15 years and above and are economically active. The labour force consists of both employed and unemployed persons.
Labour force participation rate (also referred to as the economic activity rate):	The proportion of the economically active population in a given working age population group.
Employed:	All persons within the economically active population who have worked for at least one hour over the reference period for pay (remuneration), profit or family gain.
Employment rate:	The proportion of the working age population that is employed.
Unemployed (strict):	All persons within the economically active population who are without work, are available for work and are actively seeking work.
Unemployed (broad):	All persons within the economically active population or working age group who are without work and available for work, irrespective of whether or not they are actively seeking work.
Unemployment rate:	Unemployed persons (strict or broad) expressed as a percentage of the total number of persons in the labour force.

## **PART 1: Situational Analysis**

### **1.1 Macroeconomic indicators and challenges**

Namibia is classified as an upper middle income developing country with a population of 2.1million people in 2012. The country experienced high GDP growth under the Second National Development Plan (NDP2) (2001-2006), at an average of 5.3 percent per annum against an initial target of 4.3 percent. NDP3 (2007-2012) was launched in a very different context marked by the global financial crisis and the emergence of a sovereign debt crisis in the Euro Area, which is Namibia's most important trading partner. As a small, open economy, the downturn in Namibia's trade partners caused a knock-on effect on domestic performance, with the economy witnessing a contraction of 0.4 percent in 2009. As a result economic growth fluctuated over the NDP3 period averaging 3.6 percent against the target of 5.0 percent. However, except for 2009, Namibia's GDP achieved positive growth rates during the period 2001-2012.

The overall economic outlook over the NDP4 period (2012-2017) is characterised by a level of uncertainty concerning the external environment with the Euro area projected to fall into recession in 2012 and to experience low growth over the medium term. Namibia's domestic growth is expected to be sluggish in 2012/13, due to low growth in mining but it is expected to increase towards the end of the NDP4 period as global prospects improve and new domestic investment and production activity increases. Table 1 presents the projected economic growth over the NDP4 period.

**Table 1: Projected Economic Growth, 2012-2017**

	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>2015/16</b>	<b>2016/17</b>
<b>Real GDP growth</b>	4.6%	6.1%	6.4%	6.3%	6.5%

On the whole, annual growth is targeted to average 6.0 percent over the NDP4 period. Real GDP per capita is targeted to increase from N\$26,445 in 2012/13, to around N\$31,212 by 2016/17 – a rise of 17 percent. The Vision 2030 target is to become a high-income country by 2030. Considering NDP3 performance, projected NDP4 performance, and a constant level of growth, real per capita income over NDP5, NDP6 and NDP7, would have to increase by 9.7 percent per year to reach the target, which is a big challenge. This shows that more needs to be done to reach the targets set out in Vision 2030.

The challenge of NDP 4 and following NDPs is to combine the objective of high and sustained economic growth with the objectives of employment creation and increased income equality. Economic growth is not an end in itself, but rather a means to achieve other goals such as poverty reduction and full and productive employment. To achieve those goals, the growth strategy in



NDP4 is based on key targeted sectors which have been identified as having potential for both growth and job creation, namely tourism, manufacturing and transport/logistics. These sectors also demonstrate significant multiplier effects on the economy, and therefore will stimulate a job-rich growth. Agriculture, which constitutes 20% of total employment in 2012, is also one of the four target sectors of NDP4.

However, achieving the other two objectives of NDP 4 (employment and income equality) requires specific interventions as growth by itself cannot solve structural problems of the labour market and the resultant social and economic inequalities. For example, despite economic growth between 1997 and 2008, formal sector employment declined by nearly 70,000 jobs while an estimated 240,000-300,000 new job seekers entered the labour market. The latest Labour Force Survey of 2012 records a significant increase in the number of employed persons in the agricultural, forestry and fishing sectors from about 54 000 in 2008 to 172 000 in 2012. This is largely due to a new methodology used, namely that more probing questions were added to the questionnaire and hence communal farmers and other people who in the previous surveys had been classified as unemployed were now regarded as employed. The unemployment rate therefore declined to 27.4 percent in 2012 from 51.2 percent in 2008. While open unemployment has significantly fallen, although still very high, the problems of underemployment, vulnerability and working poor have become more pronounced.

The missing link between past economic growth performances and employment outcomes calls for the formulation of a National Employment Policy which should be seen as a core tool for achieving the objectives of NDP4 in terms of reducing poverty and unemployment. The NEP therefore aims to present an integrated policy framework to enhance a labour-intensive growth path as well as the quality of employment and access to job for vulnerable groups. Experience in many countries has shown the potential of policy interventions for restructuring the pattern of growth towards sustainable job-rich growth.

## **1.2 (Un) employment, informal employment and employability in Namibia**

### **1.2.1 Employment Profile**

The Labour Force Survey of 2012 indicated that 51.5 percent of the population were living in rural areas down from 64.9 percent in 2008. Females accounted for 52 percent of the population, with a sex ratio of 92 men for every 100 women. Namibia has a relatively young population, with slightly less than half of the population below the age of 20 years. With such a young population, it is therefore not surprising that the age dependency ratio is relatively high at 73.4. In other words, there are 73.4 dependents for every 100 economically active persons. The dependency ratio tends to be higher in rural areas as the rural population is younger than the urban population.

In 2012, Namibia's working age population stood at 1 315 662, of which 697 056 (53 percent) were women and 618 606 (47 percent) were men. Of the total working age population, 868 268 (65.9 percent) were economically active while 403 013 (30.6 percent) were economically inactive. These included students, homemakers and retired people. Although females outnumbered males in the working age population, more men (329 704 or 52 percent) were employed than women (300 390 or 48 percent of the employed).

In 2012, agriculture, forestry and fishing was the largest provider of employment contributing 27.4percent, followed by wholesale and retail trade with 11.9percent, private households at 11percent, construction (6.8 percent), accommodation and food service activities (6.6 percent),education (6 percent), and public administration, defence and social security (5.1 percent).

In terms of employment status, 63 percent of employed persons (396 891) were employees, 15.8percent (99 469) were subsistence farmers, 10.9 percent (68 906) were own account workers, 6 percent(37 879) were unpaid family workers while 4.1 percent (25 932) were employers. In most cases remuneration levels were low as almost 25percent earned below N\$ 1000 per month, 20.1 percent earned between N\$ 1000 and 1999 per month and a further 11.7 percent earned between N\$ 2000 and 2999 per month. Only 2.1 percent earned N\$ 10 000 or more. Agriculture, construction, hotels and restaurants were sectors with relatively low levels of remuneration while mining, transport and communication, financial services, public administration, education, health and social services provided higher levels of remuneration.

### **1.2.2 Unemployment Rates**

The unemployment situation in Namibia has deteriorated over the years. Using the methodology applied in Labour Force Surveys from 1997 until 2008, unemployment rose from 20.2percent in 2000 to 37.6 percent in 2008 using the strict definition (being without work, available for work and actively seeking work) and from 33.8 percent to 51.2 percent using the broad definition (being without work and being available for work) of unemployment. However, owing to the change in methodology which significantly increased the number of probing questions in addition to the sample size and sampling units, the Labour Force Survey 2012 recorded much lower levels of unemployment rates at 16.7 percent (strict definition) and 27.4 percent (broad definition). Unemployment affects women significantly harder than men, with 31.8 percent compared to 22.9 percent using the broad definition and 18.9 percent compared to 11.7 percent using the strict definition. The 2012 LFS data is thus not comparable to earlier surveys.

In the context of developing countries, unemployment is considered to be an extreme situation of total lack of work since either none or a very limited number of workers are covered by unemployment insurance or other public relief schemes. Under such conditions, very few people can afford to be unemployed for any period of time. Most people would be engaged in some economic activity and coping strategies even though they may be characterized by decent work deficits. Thus the Namibian labour market is characterised by deep structural problems which should be targeted as a top policy priority. The 2012 LFS has thus captured this phenomenon through the increased number of probing questions which then led to the inclusion of those surviving on the margins as employed.

Furthermore, as a result of the changed methodology, the structure of unemployment has reversed from being largely rural to being largely urban as most communal farmers that were previously recorded as unemployed became part of the employed. In addition, young people and those with lower levels of education are more affected by unemployment than those who are older and with higher levels of education. For example, in 2012 unemployment (broad definition) amongst those

with post-school education (tertiary education) was 4.7 percent compared to 33 percent for those with junior secondary school education and 30 percent for those with primary education.

Namibians aged 15-19 experienced the highest unemployment rate of 56.3percent, followed by the 20-24 age group (48.5 percent). Unemployment decreased with age which shows the need to target the youth in employment policies.

The structural nature of unemployment in Namibia is reflected in its long-term nature as shown in the Labour Force Survey 2008. At that time, 72.2 percent of the unemployed had been without a job for at least two years. This directly affected household welfare as a large proportion of households (41.8 percent) depended on wages and salaries as their main source of income. The importance of wages and salaries for household survival was greater amongst urban households where almost 69 percent relied primarily on wages and salaries while in rural areas subsistence farming was the main source of income for 37.3 percent of households.

### 1.2.3 Formal and informal employment

Informal employment is a complex and heterogeneous reality as it comprises: i) own-account workers and employers employed in their own informal sector enterprises, ii) contributing family workers, irrespective of whether they work in formal or informal sector enterprises and iii) employees holding informal jobs, whether employed by formal sector enterprises, informal sector enterprises, or as paid domestic workers by households.

The 2008 Labour Force Survey classified employers and own-account workers as informal if the enterprise was not registered as a company and did not keep detailed formal accounts. Employees were classified as informal if they indicated that their employer did not pay social contributions, such as for pension, on their behalf. All contributing family workers were classified as informal. By definition, all unpaid family workers are informal workers. The overwhelming majority of employers and own account workers without permanent employees were informal, especially among those working in subsistence or communal agriculture. In contrast, around 70% of employers with permanent employees were formal. Among employees, less than three fifths had formal jobs.

The share of informal employment was significantly higher in agriculture (65%) than in the non-agricultural sectors (44%). In 2008, formal employees accounted for close to half (47 percent) of all employed persons, with the informal employees representing just over a third (34 percent). The sector-specific distribution is reflected in table 2.

**Table 2: Employment by economic activity and formality (%)**

<b>Industry</b>	<b>Total</b>	<b>Formal</b>	<b>Informal</b>
Agriculture	16	11	23
Mining	3	4	1

Manufacturing	6	8	5
Utilities	2	2	1
Construction	7	4	10
Trade	19	15	23
Transport	5	6	4
Finance	7	9	5
Services	35	41	29
Total	100	100	100

*Source: Namibia Labour Force Survey 2008*

Small workplaces characterised informal employment while formal workers accounted for 72 percent of all those who work in factories, offices or shops.

Earnings were higher amongst formal employees of whom only 7 percent earned below N\$ 600 per month, compared to 43 percent of informal employees in that income category. This trend is confirmed by the mean monthly salaries which stood at N\$2,798 for formal sector workers compared to N\$724 for informal workers in 2008. The highest informal wage earning was recorded at N\$1,809. Women have significantly lower mean monthly earnings in both the formal and informal sectors of the economy.

Smaller enterprises dominated in both the formal and informal sectors, even though they were more pronounced in the informal economy where 53 percent of the operators had no employees besides the business partners and unpaid family workers. An additional 44 percent worked in enterprises with 1-4 employees. This suggests the potential employment creation impact of integrating the informal economy into the mainstream economy as outlined in section 2 of this policy.

#### **1.2.4 Social protection**

Namibia has a compulsory, contributory social security system for all employed persons which is run by the Social Security Commission (SSC) and covers maternity, sick, and death benefits as well as accidents at work. Although the legal provisions are applicable to every employee in formal or informal employment and in all sectors of the economy, less than half of all employed persons (154 665 out of 331 444) were registered with the SSC by 2008.

In addition to the SSC schemes, Namibia has various other social protection programmes which are not employment-related. These include the following:

1. A universal and non-contributory old age social pension is paid to all citizens or permanent residents who reached 60 years of age, irrespective of sex, past and current employment status and income.
2. A disability pension is paid to those of 16 years and above who have been diagnosed by a state doctor as being temporarily or permanently disabled. This may include blind persons or those who are medically diagnosed with AIDS.
3. War veterans subventions are paid to those who took part in the long struggle against South African colonial rule, irrespective of age, assets or employment status provided that she/he has an annual income of less than N\$ 36 000.

4. A child maintenance grants are paid to a biological parent of a child under 18 years and to those parents whose spouse is receiving an old age or disability grant, has died or is serving a prison sentence of 3 months or longer. Payment is based on means testing and some conditions have to be met, for example, the restriction to applicants with monthly incomes of less than N\$ 1 000 and providing school attendance records, if the child is older than 7 years. The aim is to create a monetary incentive for keeping the child in school.
5. Other programmes include food distribution in times of humanitarian crises, such as those caused by the frequent droughts or floods, and a school–feeding programme.

### **1.2.5 Skills shortages and mismatch between skills supply and demand**

The link between education and training, skills development and economic progress has long been acknowledged. Education and training play an important part in determining the quality of human resources which are a crucial component of socio-economic development. The LFS of 2008 showed that Namibia’s human resource development is still lagging behind with 13 percent of the population six years and above having no education at all, while 45.3 percent completed primary education and only a mere 1.2 percent completed university education. This to some extent explains why the majority of the employed persons are in elementary occupations. There are no significant differences in educational attainment by gender.

Most of the employed persons with no education (52.1 percent) or with primary school education (27 percent) were working in agriculture, while those with junior secondary education (20.5 percent) were dominant in wholesale and retail trade, and the repair of motor vehicles. Employed persons with university education (23.5 percent) were mainly in education, while those with post-graduate training (23.5 percent) were concentrated in health and social work. Those with low levels of education tended to be employed in elementary occupations while those with post grade 12 education were mostly employed as technicians, professionals, legislators and senior managers. As stated earlier, unemployment rates fall with educational attainment.

A skills survey by the Namibian Employers’ Federation (NEF) found that: “...it is clear that the issue of skills is a clear and present strategic concern across various sectors” . Over 90 percent of respondents experienced Namibia’s skills shortage as either severe or very severe. Seventy percent indicated that there were critical vacancies requiring specialist skills and expertise existed in their organization, company or sector. Asked whether the tertiary education and training sector was performing, 75 percent of the responses were in the range of partially satisfied to mostly dissatisfied, while 11 percent indicated complete dissatisfaction. Regarding the relevance of the curricular offered by tertiary institutions, 55 percent of the responses were in the range of partially relevant to mostly irrelevant, while nine percent assessed the skills training as completely irrelevant.

## **1.3 Efforts to address unemployment after independence**

Since Namibia attained political independence, the Namibian Government tried to implement various strategies simultaneously to address the problem of unemployment. The overall strategy was the promotion of an export-led growth. This included the establishment of medium and large export-oriented manufacturing industries to increase and diversify exports and to overcome the

limitations of a small domestic market. The National Employment Policies (NEP) of 1997 stated that growth rates of about 6% per annum would be required to reduce the levels of unemployment. It suggested that the existing productive, primary sectors of the economy should be maintained and promoted while developing those sectors which were neglected in the past such as subsistence farming, small enterprises and the informal economy. The NEP also envisaged the promotion of tourism, labour-based works in all sectors of the economy and the development of human resources.

The major focus of economic policy has been the promotion of export production within a market-oriented economic framework. The passing of a Foreign Investment Act, shortly after Independence, and the Export Processing Zones Act of 1995 bear testimony to Namibia's efforts to encourage foreign investments. The NEP of 1997 emphasized the need to make job creation as an explicit objective of all macro- and sectoral economic policies and that it should be the concern of all ministries, employers and workers. The objectives of the Namibian Government's employment policies were thus twofold, namely, *"to create adequate jobs to absorb the annual entrants to the labour market in order to reduce the current high levels of unemployment and underemployment; and to promote the protection of the working population"*. These objectives are still relevant today but the experiences over the past 23 years have provided Namibia with the opportunity to learn from past practices. The aim to achieve export-led industrialisation and employment, in particular has not been achieved in the face of cut-throat competition of a ruthless global economy and the particular conditions in Namibia. Thus the expected 25,000 jobs in the Export Processing Zones (EPZs) never materialised despite the generous incentives offered to EPZ investors. The implementation of the 1997 NEP was hampered by the absence of a clear implementation strategy and monitoring and evaluation as well as reporting mechanisms. Furthermore, there was no clear and defined linkage to the National Development Plan.

On the other hand, the potential for job creation through systematic SME development and local value-addition as well as targeted interventions in the informal economy has not been realised and thus needs to become a key focus in the years to come. It is encouraging to note that the introduction of quotas for local agricultural goods in retail shops has shown very positive results in terms of encouraging local production and employment opportunities.

### **1.3.1 Sectoral interventions**

In August 2010, in response to the impact of the global financial crisis and the high unemployment recorded in the 2008 labour force survey, the National Planning Commission adopted the "Targeted Intervention Programme for Employment Creation" (TIPEC) to address unemployment in the short to medium-term. The document acknowledged the need for not only faster economic growth but also a growth pattern would result in job creation, implying that more attention needed to be paid to economic sectors with high potential for growth and job creation. These were identified as tourism, transport and livestock production complemented by broad reforms for enhancing Namibia's long-term competitiveness.

The National Planning Commission (NPC) advocated for a strategy of "unbalanced growth" for rapid job creation by targeting specific regions or sectors. It suggested that this "approach is advisable where resources are limited and where there are strong back and forward linkages for the identified economic sectors" It also argued that economies of scale are important to become internationally competitive and that an unbalanced growth strategy will be helpful to achieve

economies of scale. In order to finance TIPEC, the NPC proposed to increase the budget deficit from 3% to 7% over a five-year period.

The document pointed out that in the past, many government policies and programmes did not yield the desired results due to poor implementation and hence emphasised the need for all stakeholders to commit to implementing the plans.

### ***TIPEEG***

Based on the NPC proposal, the Namibian government announced a Targeted Intervention Programme for Employment and Economic Growth (TIPEEG) in 2011. Its stated target was to create 104 000 direct and indirect jobs between 2011 and 2014. The budget allocation amounted to N\$ 9,1 billion but would rise to N\$ 14, 7 billion if the expenditure on public works programmes was added. SOE investments during that period were envisaged to amount to another N\$ 4 billion.

TIPEEG's priority sectors were agriculture (N\$ 3.6 billion to be invested and 26 171 jobs to be created); transport (N\$ 3,1 billion for 33 276 jobs); housing and sanitation (N\$ 1,8 billion for 35 076 jobs), tourism (N\$ 649 million for 10 000 jobs) and public works (N\$ 5,5 billion for 82 000 jobs). The agricultural projects targetted crop production, enhanced livestock productivity, forest management and water resources infrastructure. Transport investments targetted road construction and rehabilitation as well as rail network development and port development in Walvis Bay. The tourism investments aimed to increase the number of tourists by 10% through tourism development and wildlife management programmes while the housing and sanitation programmes targetted the servicing of land, the construction of low cost houses and the creation of urban and rural sanitation.

TIPEEG was designed as a short term measure to boost employment and growth. However more deep rooted structural transformation policies are required to set the economy on an inclusive and employment rich growth path to absorb the unemployed and new job entrants.

The first TIPEEG results confirmed that the implementation during 2011 was rather slow and about 8000 new permanent and 18000 temporary jobs were created. Although, an improvement is expected in the 2012/13 financial year, TIPEEG is unlikely to lead to 104 000 new jobs by 2014 and thus the task of addressing unemployment holistically remains daunting. Systematic structural interventions are required to create sustainable jobs as proposed in this policy.

## **1.4 Reaching the objectives of NDP4: The role of the National Employment Policy**

One of the key goals of Vision 2030 is to reduce the unemployment rate to under 5%. Reducing unemployment has been a target for the country since independence but the unemployment rate has actually increased to 51.2% in 2008 which was revised to 27.4 percent in 2012 following a methodological change in the Labour Force Survey of 2012 as mentioned earlier. Moreover, in 2011, Namibia's Human Development Index (HDI) of 0.625 was below the world's HDI average of 0.682. Namibia ranked 120 out of 187, while the country is classified as an upper middle income country. Also, despite some very moderate improvements in the distribution of income, the Gini coefficient of 0.58 still depicts an unacceptable level of income inequality in Namibia.

While the economy needs to expand at a rapid and sustainable pace, supportive, redistributive and job-oriented Government policies are needed to address these challenges. As stated by H.E. President of the Republic of Namibia Hifikepunye Pohamba, in the foreword to NDP4: *“Our biggest challenge as of 2012 is the inadequate and volatile economic growth we have experienced so far, and the lack of employment opportunities available in the country. The Government is keenly aware that most of the unemployed are young people and women. This status quo cannot be allowed to continue: too many of our young people’s dreams are not being realised. It is our resolve to do all that is necessary to transform our economy into one that is more robust, one that is able to generate these essential employment opportunities.”*

Given the vital need for Namibia to foster inclusive and job-enhancing economic growth, the NEP aims to present several strategies to promote employment and decent work. The hard-core of the NEP comprises priority measures, employment targets, instruments and mechanisms that should be implemented in the years to come. The NEP is not limited to conventional labour market policies but aims at providing an integrated policy framework which covers macroeconomic and sectoral aspects as well as the institutional aspects.

The objectives of the NEP are aligned with those of the NDP4. Thus the specific desired outcomes with regard to reduction of extreme poverty is that, by 2017, the proportion of severely poor individuals has decreased significantly from 15.8% in 2009/10 to below 10%, based on the Namibian poverty line. Meanwhile, the number of employed persons is projected to increase by an additional 90,000 permanent jobs by the end of NDP4.

The NEP is a policy tool aiming at reaching the objective of NDP4 in terms of extreme poverty reduction and employment creation. It is also linked to Namibia’s industrial policy and thus provides a policy and institutional framework to strengthen and mainstream the employment dimension of the identified sectoral priorities as well as the industrialisation strategy. Its entry points are:

1. Institutional environment: Promote a sustainable environment for formal SMEs development, capacity building for social dialogue;
2. Education and skills: Increase youth employability through a relevant and effective TVET system accessible in all regions;
3. Reducing extreme poverty: Introduce appropriate cash transfer programmes and increase access to employment for marginalized groups;
4. Public infrastructure: Increase the labour intensity of public investment with a special focus on rural areas, and
5. Implement appropriate fiscal and financial policies facilitating productive investment and job creation and develop rural and agriculture development programmes.

## **1.5 Links to other sectoral policies and laws**

Employment creation is multi-sectoral and multidisciplinary and therefore demands coordinated and harmonised efforts across all key sectors on both the demand and supply side. Implementation of the employment policy therefore is linked to the effective implementation of various national



and sectoral policies that have a bearing on employment creation, skills development and employability, quality of employment as well as sustainable development. Mainstreaming employment in national and sectoral policies thus simply means each sector players consciously applying an employment lens to their activities and making sure that they contribute to employment creation. In addition to the NDP, the table below gives a summary of some of the sectoral policies and labour legislation that have a bearing on employment. The list is by no means exhaustive.

**Table 3: Employment Policy: Links to other sectoral policies and laws**

Ministry of Agriculture, Water and Forestry	Green Scheme Policy, 2008
	Namibia National Sanitation Policy and Strategy, 2009
Ministry of Environment and Tourism	National Policy on Tourism for Namibia, 2008
Ministry of Labour and Social Welfare	National Employment Policy, 1997
Ministry of Trade and Industry	Namibia's Industrial Policy, 2012
	PPP Draft Policy
National Planning Commission	Vision 2030, 2004
	Targeted Intervention Program for Employment and Economic Growth (TIPEEG), 2011
	Namibia's Fourth National Development Plan 2012/13 to 2016/17
	Human Resources Plan, 2013
Ministry of Education	Recognition of Prior learning (RPL) within the Vocational Education and Training (VET) System. A draft national policy and strategy for Namibia, 2013
Republic of Namibia	National Rural Development Strategy 2013/14 – 2017/18
	Investment Act, 1991
	Export Processing Zones Act 1995
	Social Security Act, (No 34 of 1994)
	Affirmative Action (Employment) Act, 1998
	Labour Legislation (Labour Act, (No 11 of 2007, Employment Services Act...)
Ministry of Works and Transport	White paper on labour-based roads works
Ministry of Youth	National Youth Policy

## Part 2: Policy Framework

### 2.1 Goals and objectives

The overall goal of the National Employment Policy is to promote full, productive, decent and freely chosen employment which will eradicate poverty and reduce income inequality.

The related, specific objectives of the policy are:

- Policy harmonisation and coherence in order create conducive environment for employment creation
- Promoting skills development and employability
- Ensuring gender equality in all areas of employment
- Improving working conditions
- Creating at least 90 000 additional permanent jobs as set out in NDP 4 by 2017
- Facilitating the transition to decent work and formality
- Improving and widening social protection
- Strengthening labour market information systems
- Strengthening labour administration and social dialogue.

### 2.2 Principles

**2.2.1 Decent Work:** The principle of decent work promotes the access by all Namibians to quality/productive and freely chosen employment that adheres to acceptable labour standards in an effort to ensure conducive working environment which is a core requirement for job satisfaction, job security and dignity. The principle is based on four core values which includes rights at work, employment (productive and freely chosen), social protection and social dialogue. The policy sets strong emphasis on the above principles and its core denominations. These principles are also contained in the Namibian Decent Work Country Programme (2010-14) which focuses on three priority areas namely, employment promotion, enhanced social protection and strengthened social dialogue and tripartism which also forms part of the national employment policy. The implementation of the DWCP will support and enhance the aims of employment creation in all sectors and reduce income inequalities. Decent jobs creation and effective participation of social partners and key stakeholders will be prioritised.

**2.2.2 Gender Equality:** The policy adheres to the principle of non-discrimination in employment and occupation in the national employment policy. Gender disparities in the labour force are reflected in terms of earnings where men earn more than women for the same job being done and representation in management positions. Further disparities are also in the level of skills, as men tend to still dominate strategic areas such a science while women are found in more traditional areas such as teaching, nursing etc. In terms of opportunities for business, men are likely to have a better chance as they continue to access capital easily in relation to women. Productive resources are still mainly owned by men making it difficult for women to meet collateral requirements set

by lending institutions, hence the need for consistent efforts to strive towards gender equality and equity.

**2.2.3 Focus on the Youth:** The policy attaches strong emphasis on youth employment with a holistic approach focusing on both supply and demand side of the labour market, the quantity and quality of jobs as well as the rights of the young workers. The youth segment of the population constitutes the largest portion of the total population and is also the segment most affected by unemployment. This has been a consequence of lower skills levels, limited access to start-up capital, inability to meet collateral requirements and skills mismatch between the educational system and what the labour market requires. The red tape and bureaucracy in the business registration process also has affected the youth participation in business. In addition the limited access to information on options for the youth has also contributed partially to youth unemployment. There is an urgent need to address the factors contributing to high levels of youth unemployment in the country.

**2.2.4 Sustainable Development: greening the economy and green jobs:** The policy adheres to and promotes in the principle of greening the economy and hence places an emphasis on green jobs. As we move towards industrialisation in terms of vision 2030, the greening of the economy becomes eminent as sustainable development becomes a norm. It is therefore imperative to ensure the creation of decent jobs that contribute substantially to preserve or restore environmental quality, including jobs that help to protect ecosystems and biodiversity, reduce energy, material and water consumption through high efficiency strategies.

Green jobs are defined as decent jobs that contribute substantially to preserving or restoring environmental quality, including jobs that help to protect ecosystems and biodiversity, reduce energy, material and water consumption through high-efficiency strategies, de-carbonize the economy and minimize or altogether avoid generation of all forms of waste and pollution. In practical terms, green jobs reduce the consumption of energy and raw materials, limit the greenhouse gas emission, minimize waste and pollution, protect and restore ecosystems and adapt to climate change. Thus a green economy in the Namibian context is seen as an economy that “improves and balances human wellbeing for all Namibians through the efficient and sustainable use of all resources”. Although no coherent green economy policy framework is in place yet, there are various existing policies and opportunities that should be harnessed immediately for the creation of green jobs across various sectors.

**2.2.5 Conducive Economic Environment:** The private sector is a key player in the economic sphere and has a crucial role to play in creating jobs. While Namibia’s business environment is fairly conducive the government commits to address the remaining bureaucratic hindrances relating to starting a business, registering property, trading across borders, complex tax systems, etc. Moreover, easing access to finance and ensuring financial inclusion for SMEs (formal or informal) will be promoted. The government is committed to playing a balanced role as a facilitator of private sector participation and as an agent of development by ensuring well-crafted and targeted policy incentives for sector specific industrialization, employment creation and growth.

**Strategic Public Private Partnerships (PPPs)** will define government’s strategy for engagement of the private sector in provision of infrastructural goods and services as well as investments in strategic growth and employment creating sectors.

**2.2.6 Value addition** will be the underlying principle in all economic activities. A more forceful and deliberate approach will be adopted to add value to local raw materials into semi-processed and final products. Several strategies will be explored, including export levies on raw materials and promoting value addition industrialisation as set out in the priority areas below.

## **2.3 Priority areas and strategies**

The proposals in this section draw from applicable national and international experiences and make employment creation as well as the reduction of inequality a central, deliberate focus, rather than merely an anticipated outcome of market-oriented macro-economic policies. A particular focus on women and the youth as those worst affected by poverty and unemployment has to be maintained in all areas of intervention. The following sections outline the key economic sectors in which new jobs will have to be created in the next few years. It is important to note that although the sectors listed are those with the greatest potential for job creation, they are by no means the only ones.

### **2.3.1 Pro-employment macroeconomic policies**

Namibia's macroeconomic policies since independence were shaped by the desire to create favourable investment conditions for business and to orient production towards exports. Achieving economic growth was and still is seen as a necessary condition for employment creation. While the conventional macro-economic framework that Namibia implemented over the years achieved a degree of macroeconomic stability and growth, it has not delivered on the social front as indicated by the high and worsening levels of unemployment, poverty and inequality which have the most severe impact on young people and women. The policies need to take into account development that will ensure environmental sustainability within the context of ensuring green economy. In addition all benefits accrued from the various initiatives needs to equally benefit all previously disadvantaged segments of society (youth, women and people living with disabilities).

Well targeted public investments should be the driving force of economic growth and job creation in Namibia today. Insufficient investments in the past hampered some sectors of the economy. In the immediate future, public infrastructure assets should therefore be maintained and upgraded while neglected sectors such as agriculture should be prioritised and import sectors should where feasible be substituted by local investments and production. The immediate key investment priorities include:

1. Agriculture (crops, livestock and agri-based industries)
2. Electricity (moving towards self-sufficiency and renewable energy sources)
3. Housing and water (including sanitation)
4. Mineral beneficiation
5. Tourism infrastructure
6. Transport and logistics

In addition, government will continue with budgetary allocations to those sectors which are already contributing to employment growth. Government will strive to maintain an appropriate balance

of macroeconomic policies to ensure that there is fiscal space for public investment while maintaining reasonable price stability. However, increased public expenditure is expected to lead to increased private investments and production in the short and medium term and thus is an important macro-economic tool to be used. A more forceful and deliberate approach will be adopted to add value to local raw materials into semi and final products. Several strategies will be explored, including export levies on raw materials and promoting value addition industrialization.

Overall, the reduction of poverty and income inequality will be a key focus of Namibia's economic growth strategy with particular emphasis on its gender disaggregation. The strategy will place emphasis on bringing development to the people through utilization of labour of the poor and the unemployed, using appropriate technologies, production of goods and services consumed by Namibians and locating production and expanding markets in rural areas where most people reside.

### ***Objectives and Strategies***

1. To mainstream employment in national and sectoral policies and increase the employment content of growth
2. To increase the participation of women, youth and other vulnerable groups in productive economic activities and decent work
3. To create favourable investment conditions for business and improve on trade benefits through increased value addition for exports
4. To promote the development of green economy and decent jobs
  - Mainstreaming employment in macroeconomic and sectoral policy frameworks/industrial policy.
  - Creating sustained fiscal strategies to finance systematic, well-resourced, multi-dimensional programmes to create decent work opportunities and sustainable enterprises
  - Increasing investment in labour intensive sectors including rural industrialization, infrastructure, and green production.
  - Mainstreaming gender, youth and other vulnerable groups in all economic activities that aim at creating employment.
  - Strengthening the labour market information system.
  - Advocating for fiscal and trade policies that aim at promoting value addition and discourage the export of raw material.
  - Simplifying business registration procedures and regulations.
  - Improving access to capital and other services for SMEs and informal businesses.
  - Undertaking an assessment of the feasibility and potential of green economy and jobs.
  - Building mass awareness on green economy and jobs.
  - Building local capacity on green economy and jobs in Namibia.

### **2.3.2 Agriculture-led industrialisation**

Despite government efforts, the industrialisation and job creation potential of the agricultural sector has not been realised and it is still characterised by low productivity, poor working conditions and gender disparities. Communal, subsistence farmers have limited access to services

and social protection and overall the agricultural sector lacks value addition and investments. Agriculture received an average of only 1.9% of public investments over the past 10 years and its share of GDP and employment declined dramatically. However, Namibia has not fully implemented the African Union's (AU) Maputo Summit Declaration on Agriculture and Food Security in Africa which it endorsed in 2003 which commits member states to allocate at least 10% of their annual national budgets to the agricultural sector within five years (meaning by 2008). The Comprehensive Africa Agricultural Development Programme (CAADP), was established in 2003 under the NEPAD as the vehicle for the declaration. A formal CAADP Working Group was only established in Namibia in June 2010 but Namibia has not yet met its obligation arising from the signing of the CAADP Compact. The CAADP focuses on the primary agricultural sector and consists of four pillars, namely:

- Land and water management (to ensure an increase in production);
- Market access (for primary agricultural products);
- Food supply and hunger (to ensure food security); and
- Agricultural research (to enhance on-farm production).

Thus far, agriculture performed poorly in terms of economic and employment growth and the dependency on imported food discouraged local food production. Over 50 percent of Namibians still live in rural areas and depend on agriculture. A deliberate focus on this area can significantly reduce poverty and unemployment. Agriculture should therefore focus on food security as well as on agro-based industries for economic diversification and the creation of a large number of permanent jobs. The continuous import of agricultural products such as noodles, pastas, vegetables and fruits undermines the employment potential of the sector. Maize and omahangu flower based processed goods such as biscuits, pasta, cakes etc provide entry points for manufacturing which have not yet been effectively utilised.

In the coming years, Namibia needs to move towards agriculture-driven industrialisation with forward and backward linkages to other economic sectors supported by a deliberate package of public investment, trade, enabling environment and research and technology policies and services. During March 2010 Namibia endorsed the AU's Abuja Declaration on Development of Agribusiness and Agro-industries in Africa, which supports the African Agribusiness and Agro-industries Development Initiative.

#### ***Objectives and Strategies***

1. To promote agricultural driven industrialisation and creation of potential jobs
2. To improve agricultural productivity and output
  - Encouraging value addition through imposition of tax on export of raw materials
  - Increasing public investments in agro-industries and encourage private sector participation
  - Putting in place measures to strengthen forward and backward linkages to other economic sectors through supply and value chains
  - Creating greater access for rural youth to microfinance to support micro and small enterprises and productive investment
  - Promoting technology dissemination and adaptation
  - Putting in place measures to protect infant industries and support for emerging industries

- Providing incentives for the use of local raw materials in agriculture and agro-industries
- Promoting the selective subsidisation of subsistence farmers to boost their production and contribution to the national food basket
- Promoting and expanding the Green Scheme with special emphasis on including small farmers
- Implementing import restrictions within the WTO guidelines
- Improving land and water management
- Promoting agricultural research to enhance on farm production
- Increasing market access for primary agricultural production
- Establishing market linkages between agricultural producers and local consumer institutions such as school hostels and hospitals
- Implementing apprenticeship and internship programme for youth on farms to train them in basic farming skills
- Introducing local produce procurement quotas in retail shops
- Restoring national rangelands through labour-intensive de-bushing programmes.
- Establishing agricultural fresh produce markets as well as other supportive infrastructure such as silos.
- Supporting the establishment of aquaculture ventures in rural areas.

### **2.3.3 Public works: housing and sanitation and other infrastructure**

Public works programmes are one of the most immediate intervention strategies to create a significant number of jobs and Namibia has gained important and encouraging experiences with the construction of rural roads through labour-based works and with the construction of other public infrastructure. Public works programmes to create housing and sanitation facilities were identified as a key component of TIPEEG. As about 500 000 Namibians are currently living in shacks, unable to afford decent housing, there is a massive potential for public works programmes in this area. There are two Government housing programmes, namely, the Build Together Programme (BTP) and initiatives taken under the aegis of the state-owned housing organisation, the National Housing Enterprise (NHE). The BTP targets urban and rural low income groups. From 1992 to July 2011, a total of 9,609 houses were completed under the Decentralised Build Together Programme (DBTP) in all 13 regions and a total of 17, 329 people have benefitted from this scheme since its inception. The effectiveness of the scheme is hampered by the non-availability of affordable serviced plots, lack of technical staff, high cost of building materials, cumbersome and outdated planning and proclamation processes. Thus the DBTP has not been able to address the backlog of about 80 000 houses in Namibia.

The delivery rate of affordable housing by the NHE to low and medium-income groups of the Namibian population, according to its statutory mandate, similarly fell short of expectations. In line with Vision 2030 and the NDP3 it was tasked to construct 7 000 houses by the year 2012 which translates to a delivery of 1,200 houses per annum. However, the average number of houses delivered per annum by the NHE since 1990 stands at only 457. Thus the current delivery rate falls considerably short of the annual housing target and thus a systematic intervention in the form of public works programmes will not only assist to speed up housing delivery for low income

households but will also create ongoing employment opportunities. Thus the delivery of housing as a public works strategy will provide various social and economic benefits, with a target of 300 000 houses by 2030 as stated in Namibia's second MDG Progress Report.

Until recently, the issue of sanitation received little attention or resources in Namibia. However, the 2008 Water Supply and Sanitation Policy (WSASP), and the 2009 National Sanitation Strategy (NSS) 2010-2015 recognise the critical importance of acceptability, availability and affordability of water. It provides for water supply and sanitation to become available to all Namibians, at acceptable quality and affordable costs. The policy also emphasizes "equity" as an overarching principle, and specifically provides for community participation. It further explicitly prioritizes water for personal and domestic uses over all other uses.

In addition, jobs will be created through the creation and maintenance of public infrastructure such as Namibia's road networks, transport corridors like the Trans Kalahari corridor, as well as the expansion of ports to become trade hubs. Furthermore, the rehabilitation of the ageing rail network and its expansion into Botswana and Luderitz will create employment.

### ***Objectives and Strategies***

1. To provide decent housing and adequate sanitation through labour intensive programmes
2. To provide quality labour intensive transport infrastructure linked to major regional and local markets
  - Promoting linkages in terms of empowering local SMEs to ensure sustainability and the use of local building materials
  - Building the capacity of technical staff
  - Servicing of affordable plots
  - Reforming and improving the planning and town and city status proclamation processes
  - Assessing the potential impact of infrastructure investment in housing and sanitation using different methods
  - Increasing budget allocation to housing and sanitation
  - Constructing new roads and mainting existing roads using local sub-contractors
  - Maintaining and expanding ports to handle more cargos
  - Developing new and rehabilitating the existing rail network

### **2.3.4 Informal economy and SMEs**

A number of factors have contributed to a growth in Namibia's informal economy and this sector faces a host of challenges such as lack of recognition, lack of inclusion in decision making, lack of skills and capital to move beyond "survivalism", low wages, lack of access to finance, lack of social protection, poor health and occupational safety, etc. However, the informal economy presents opportunities for employment creation and will thus be systematically supported.

As a first step, the lack of recent and accurate information about the size and structure of the informal economy in Namibia and its contribution to livelihoods needs to be addressed. A detailed study to measure the size and activities of the sector will be undertaken which will also assist in putting programmes in place to create jobs and improve skills.



Furthermore, there must be a recognition of the informal sector by government, town councils and municipalities. Informality should be recognised as a legitimate option to do business and to get out of poverty while an appropriate policy framework must be implemented to facilitate the transition to decent work and formality. In this regard, it will be important to establish “informal sector bargaining forums” at regional and local levels to allow informal economy organisations to negotiate a conducive environment with the relevant authorities. Furthermore, the extension of social security protection and adherence to occupational safety and health (OSH) standards and the provisions of the Labour Act should be discussed at such forums.

### ***Protection against unfair competition***

Support for the informal economy will depend on the macro-economic framework in which informal businesses have to operate. Open free market economies and fierce competition may undermine the development and growth of SMEs as was shown in many countries. Namibia’s markets are dominated by imports in virtually all sectors. Retail, banking, mining and fishing, for example, are almost completely dominated by transnational corporations (TNCs). Namibia’s manufacturing sector remained very small despite the various attempts to kick-start local processing through Export Processing Zones (EPZs) and other incentives for (mostly foreign) investors. For Namibia to succeed with employment creation through SMEs in both the formal and informal sector, it is crucial to protect them against unfair competition from mass produced goods of industrialised countries.

### ***Direct support for informal businesses***

A systematic support strategy for the informal economy needs to be based on a comprehensive needs assessment, for example amending bylaws and regulations to support informal businesses instead of undermining them. Planning and zone decisions, access to public facilities like market stalls and industrial areas with easy lease agreements, affordable electricity, water and sanitation facilities as well as partnering conditions for bigger tenders are important steps.

Systematic support for informal businesses will help them to grow into formal business over time. In addition to technical and legal support for informal businesses, such support should include the extension of social security protection to informal economy workers, access to affordable finance, measures to reduce their vulnerability, to improve the job quality, and access to markets and services. Informal businesses need “peer support” through business membership organisations and informal worker organisations. Informal enterprises should also be considered in all development policies, strategies and programmes. The new SME bank will have to play the role of supporting informal businesses which need loans at low interest rates and without collateral. Such loans should cover the core business expenses and the SME bank should have centres in all regions. In addition, advisory services for informal businesses should be provided at SME markets and the idea of commission-based advice when dealing with banks or tenders could be explored. Informal businesses also need a one-stop-shop to assist them with developing a business plan and to monitor and evaluate progress.

### ***“Formalising” the informal economy***

The “formalisation” of informal businesses should include an easy way of registering businesses, coupled with incentives such as basic business training. Registration should be a cheap and simple

administrative process that is separate from licensing. Possibilities for registration need to be made easily accessible for informal businesses which are likely to be willing to register if there are benefits to be gained. Incentives for voluntary SME registration could include *inter alia*, access to free management and technical courses. On the other hand, informal businesses must be encouraged and convinced to comply with decent work requirements, including the provisions of the Labour Act, social security schemes and OSH standards.

Namibia's current tax system could be reviewed to make it easier to understand and implement as complex administrative requirement can be more of a hurdle to businesses than the tax rates themselves. Other important steps towards formalisation are:

- Land ownership and the capacity to raise capital through land based collateral;
- Increase of access for informal operators to the full range of financial services through microfinance institutions that target informal businesses;
- Creating concrete incentives for formalisation
- Systematic skills development

### ***Linkages between producers and retailers***

The introduction of quotas for horticulture products at retailers in Namibia (as implemented by the Namibia Agronomic Board in recent years) to source about 30% of horticulture produce locally may hold great benefits for Namibian producers. Such a strategy should also be used to uplift the informal economy, for example to create access for their goods to the shelves of larger retail businesses. Linkages between producers in the informal economy to retailers through the creation of local supply chains could well be achieved through such interventions which target the supply and demand side at the same time. Systematic mentorship programmes should support such linkages which must aim deliberately at informal businesses with the will and potential to become formal. Likewise, government procurement like army and school uniforms, school furniture etc. could be deliberately sourced from local (informal) SMEs as a deliberate developmental intervention.

### ***Objectives and Strategies***

1. To promote the growth of informal enterprises and SME's to create decent employment
  2. To assist the informal economy operators to move towards formalisation
- Undertaking a survey to assess the size, needs and potential of the informal economy and SMEs
  - Establishing informal economy bargaining forums at regional and local levels to improve operating environment
  - Protecting against unfair competition
  - Providing direct support in the form of marketing areas, financial support, advice, etc
  - Making registration easy and attractive as part of the "formalisation"
  - Improving adherence to social protection, OSH and decent working conditions
  - Assisting the informal economy and SMEs to establish marketing links with retailers

### **2.3.5 Renewable energy**

Although no coherent green economy policy framework is in place yet, there are various existing policies and opportunities that should be harnessed immediately for the creation of green jobs through renewable energy across various sectors. A shift towards renewable energy will lessen Namibia's dependency on energy imports and thus contribute towards greater energy self-sufficiency.

There is no doubt that renewable energy technologies that convert the country's abundant solar, wind and biomass resources into electrical energy will not only address Namibia's short-term energy needs but will also provide opportunities for the country's long-term development. Investments in renewable energy and energy efficient technologies will result in long-term energy price stability, lessen Namibia's import dependencies and the creation of new local jobs through the establishment of innovative local value chains.

The deliberate setting up of value chains focusing on the processing of biomass in rural areas will create new jobs and business opportunities in rural areas and at the same time help to clear rangeland. Private and public investments in this area to create new value addition will create sustainable energy supply as well as long-term jobs. Therefore targeted investments in renewable energy and energy efficient technologies will be supported by targeted tax and investment incentives. These will help to develop labour-intensive, sustainable renewable energy enterprises.

In terms of waste management, biogas should be produced from landfill sites and such gas could be used for cooking purposes in rural areas. Increased emphasis on recycling by local authorities and private companies will create additional jobs and so will the construction of dry toilets and closed wet sanitation systems whereby biodigesters are installed to generate gas from toilets. The launch of the Recycle Namibia Forum (RNF) in 2011 was a step in this direction.

The green job creation strategy will therefore focus on:

- Promotion and provision of renewable energy, particularly solar, with production of solar panels and maintenance taking place in Namibia. This is especially relevant for rural communities without electricity from the national grid;
- Debushing for employment creation through Independent Power Producers (IPP) and for use as alternative fuel, charcoal, and source for building school furniture;
- Low carbon transport initiatives such as hybrid and electric transport (private and public).

### ***Objective and Strategies***

To increase the utilisation of renewable energy from local resources to achieve energy self-sufficiency and create sustainable new jobs

- De-bushing and turning biomass into energy.
- Setting up decentralised solar power plants
- Developing low carbon transport
- Promoting and manufacturing solar heaters and solar power plants
- Producing biogas from landfill sites
- Capacity building on greening jobs in Namibia

### **2.3.6 Tourism**

Namibia is the 4<sup>th</sup> fastest growing tourism economy in the world and the Community Based Natural Resource Management (CBNRM) is the centrepiece of the country's sustainable tourism activities. In 2009, tourism provided 22 000 direct jobs and another 59 000 indirect jobs and thus both TIPEEG and NDP4 identified tourism as one of the priority sectors. Namibia's tourism sector is currently nature-based and dominated by private operators. However, the income generated through community involvement in tourism activities has increased from about N\$ 600 000 in 1998 to N\$ 45,8 million in 2010. This trend needs to be encouraged and supported as community-based tourism holds the most social benefits.

According to the National Human Resource Plan, growth in the travel and tourism economy is expected to increase by 7.7 percent annually over the next 10 years. Travel and tourism is expected to create 66 000 direct jobs by 2021, rising by 7.6 percent per year. With such prospects for Namibia, adequate planning offers vast opportunities for development, particularly in rural areas, which are hardest hit by unemployment.

Tourism services are human resource-intensive and offers entry-level employment opportunities also for unskilled and semi-skilled labour. Tourism however is highly susceptible to external shocks. Economic downturns in countries from which tourists are sourced tend to result in lower number of tourists.

Furthermore, given Namibia's fragile eco-system and its marketing as a destination for nature tourism, great care has to be taken not to destroy this attraction. Therefore, an increase in tourist arrivals which will create additional jobs has to be balanced with efforts to conserve the country's natural environment.

#### ***Objective and Strategies***

To diversify tourism industry to maximise job creation and earnings

- Promoting Cultural and community tourism.
- Diversifying the tourism market to cater for regional and local tourists as well.
- Enhancing the generic marketing of Namibia as a tourist destination.
- Reassessing and improving land tenure law and regulations.
- Promoting skills development in the tourism industry.
- Creating tourism infrastructure while safeguarding pristine areas

### **2.3.7 Skills development**

There is remarkable consensus in Namibia that skill shortages abound. The issue of skills shortages is a clear strategic concern across most economic sectors. The disparity between skills imparted by the training institutions and the skills demanded by industry and commerce, and the economy at large is also articulated in key government policy documents. Vision 2030 envisages an

integrated, unified, flexible and high quality education and training system to balance supply and demand in the labour market to achieve full employment.

It is now widely acknowledged that despite the extensive investments in education since independence, learning outcomes and preparedness of graduates as well as the absorption capacity of higher education and vocational training institutions have remained major challenges. A survey of the Namibian Employers' Federation (NEF) conducted in 2010 revealed that 96 percent of employers across industrial sectors experienced the challenge of skills deficits with 51 percent describing the deficit as severe. Similarly, the Global Competitiveness report 2011-2012 found that an inadequately educated workforce was the most problematic factor for doing business in Namibia.

The newly developed National Human Resources Plan (NHRP) will be the key instrument to address unemployment and skills shortages. The NHRP will address gaps and mismatches between supply and demand in the labour market by taking up the challenge of eliminating barriers to opportunity, employment and productivity

In order to strengthen education and training systems and to deliver on the education and training needs in line with the job industry requirements a holistic approach to developing skills for employability will be adopted.

### ***Objective and Strategies***

To strengthen education and training systems to deliver on the education and training needs in line with the job industry requirements

- Identifying and developing the skills (both formal and non-formal) and qualifications required in the labour-market, with a focus on target sectors
- Developing tailor made skills packages for in-service training for existing SMEs and other sectors
- Encouraging internships, apprenticeship, and career guidance and vocational counselling
- Promoting regular reviews of curriculum to accommodate industrial dynamics
- Promoting lifelong learning strategies
- Promoting adult learning strategies and recognition of prior learning

### **2.3.8 Improved social protection**

In addition to the various social protection programmes mentioned earlier, the Social Security Commission in co-operation with the ILO is currently working on the establishment of a National Pension Fund and a National Medical Benefit. These new funds will be contributory funds, targeting employed people. The SSC also envisages an expansion of its reach, for example by including and targeting the informal sector. It also plans to introduce a “return to work programme” for people affected by accidents or sickness. The aim is to enable employees to return to work in a timely manner and to encourage modifications at the workplace to enable such returns. Furthermore, the SSC is exploring an unemployment insurance scheme to offer certain short-term benefits plus training and job placement services. The SSC envisages and

expansion of its current coverage and also wants to develop a scheme that is appropriate for the informal economy.

Furthermore, the Social Security Commission Development Fund has the objectives to conduct training schemes and employment schemes for the benefit of socio-economically disadvantaged persons who are unemployed; and to grant bursaries, loans and other forms of financial aid to students enrolled at any recognized technical or academic institutions of higher education.

The government has embarked on a comprehensive social protection expenditure and performance review among other things to take stock of the inventory of social protection initiatives and identify gaps in terms of coverage and adequacy of the benefits, assess performance and expenditure sustainability as well as provide realistic simulations of possible future expenditures. This review will provide the basis for possible reforms to enhance the coverage and scope of social protection provisions within the available fiscal space while ensuring that social protection promotes at the same time the active participation of the labour force in productive employment.

The current social protection measures as well as the envisaged new funds may not reach all Namibians affected by poverty. Given the above, it's important therefore to strengthen the existing social grant system and revise the regulations that govern it, to allow for a full coverage of vulnerable groups. This will increase the total number of nationals accessing such funds and in return it will help to increase purchasing power within the economy. Other forms of cash transfers should be explored to supplement the existing ones. Cash transfers of this nature will create effective local demand for the goods and services produced by the small businesses. This is an important aspect of any sustainable employment creation initiative in Namibia as interventions on the supply side such as SME loans need to be complemented by creating local demand for the goods produced. The 2012 Business and Investment Climate Survey found that the low demand for goods and services was the most important factor hampering businesses in Namibia, with micro-enterprises, informal businesses and women-owned businesses being particularly affected.

### ***Objective and Strategies***

To strengthen and expand the social protection system

- Finalizing the social protection expenditure and performance review and recommendations
- Advocating for review of regulations governing the current social transfer system
- Improving access to information on social protection provision through advocacy.
- Improving service delivery to reduce the time taken for registration and processing of allegible beneficiaries.
- Supporting the establishment and speedy implementation of other social transfer mechanisms such as the national pension and medical benefit scheme and the unemployment insurance as well as cash transfer programmes.

### **2.3.9 Labour administration and labour standards**

Labour administration and labour standards are an integral part of the drive to achieve productive employment and decent work for Namibia.

### ***Public Employment Services***

The Public Employment Services are now regulated by the Employment Services Act. Public employment services provide standard services such as vocational counselling services and career guidance, registration and placements of job seekers and the provision of labour market information. The government has embarked on establishing a web-based system for registration and placements of job seekers and has created public employment offices in all 13 regions. However, the institutional capacity of these offices has to be strengthened and there is also a need to broaden the service of PES's to include active labour market policies such as training and re-training of job seekers and retrenched workers.

The Employment Services Act makes provision for regulating private employment services. The Ministry of Labour and Social Welfare is in the process of registering private employment agencies and issuing licenses. Measures will be put in place to strengthen the collaboration between public and private employment agencies.

### ***Objective and Strategies***

To establish an efficient and speedy matching between job seekers and vacancies

- Maintaining an accurate and up-to-date database on job seekers and vacancies
- Popularising the database and services
- Strengthening the institutional and human resource capacity of Public Employment Services
- Promoting job canvassing and other pro-active employment demand assessment measures
- Introducing and implementing active labour market policies
- Regulating and coordinating the Private Employment Agencies

### ***Social dialogue***

Effective social dialogue plays an important role in the process of job creation. Currently, Namibia's main tripartite social dialogue structure is the Labour Advisory Council (LAC) which brings together government, employers and trade unions. The social partners are currently exploring ways of making this structure more effective and possibly broadening its mandate to provide for some joint decision-making on socio-economic issues instead of having merely an advisory role on labour matters. This debate is informed by the realisation that developmental issues can best be tackled through close collaboration between government and its social partners in both formal and informal economy. Thus broadened social dialogue will be critical in the implementation of this national employment policy to achieve the best possible impact.

Effective social dialogue is also crucial for the achievement of decent work and for reaching consensus about a developmental social compact to spearhead the creation of the required number of decent jobs. Collective bargaining on minimum wages, decent employment conditions, minimum requirements for young interns at work etc. coupled effective labour inspections at the workplace will be some of the key strategies to make decent employment a reality.

### ***Objective and Strategies***

To enhance the structures of social dialogue, enabling broader and more meaningful participation by all social partners

- Evaluating experiences with the LAC and implement strategies to make social dialogue more meaningful and effective
- Discussing and implementing amendments to the social dialogue structures
- Strengthening the capacity of social partners and government in social dialogue, collective bargaining mechanisms and tripartism
- Strengthening the dispute resolution system

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

The government and the stakeholders are committed to improving and strengthening occupational safety and health and working conditions of workers in Namibia through a package of programmes and legislation. The implementation of these programmes has started including the occupational safety and health profile which is expected to lead to the review and development of a new OSH legislation.

### ***Objective and Strategies***

To improve and strengthen occupational safety and health and working conditions of workers

- Establishing of a national coordinating task force on OSH
- Compiling of the National OSH profile (situational analysis) including a legal gap analysis on OSH legislation.
- Establishing a National tripartite OSH programme through the national tripartite conference.
- Setting and reaching consensus on key priority areas for the programme: action time-bound, targets & agreed indicators in line with Convention 187
- Establishing a National OSH centre (CIS) and system

### ***Labour legislation and enforcement***

Labour legislation in Namibia comprises the following:

#### **[INSERTED]**

- Employment Services Act, 2011 (Act No. 8 of 2011)
- Labour Act, No 11 of 2007
- Regulations relating to the Health and Safety of employees at work made under the Labour Act, 1992, Part X 1, Section 101 of Labour Act 1992.
- Social Security Act, No. 34 of 1994
- National Pension Act, No. 10 of 1992
- Affirmative Action Act, No. 29 of 1998
- Employment Guidelines (being developed)



While the legal framework has been improved considerably through the revision, consolidation and promulgation of new labour laws, enforcement is still a challenge. This is attributed to a number of reasons including inadequate awareness of the laws among the workers and employers and poor enforcement due to weak capacity of the labour inspectorate and social partners. There is generally lack of coordination among enforcement agencies and between the labour inspectorate and social partners.

### *Objective and Strategies*

To improve compliance with labour laws and standards

- Strengthening collaboration and coordination among enforcement agencies, ie, labour inspectorate and other public inspection agencies as well as with social partners
- Strengthening the capacity of the labour inspectorate
- Raising awareness about labour legislation among social partners and the public and hence promote voluntary compliance
- Strengthening the dispute resolution system (conciliation and arbitration)
- Considering ratification of relevant core and priority conventions

## **PART 3: Policy Implementation Framework**

### **3.1 Implementation Plan and Role-players**

The National Employment Policy can only be successful if it is implemented in a structured and co-ordinated manner by the various role players involved. As employment creation is cross-cutting, all players in various sectors will have to play their part in promoting and creating employment as they execute their mandates. The Ministry of Labour and Social Welfare cannot on its own create employment but provides policy direction and coordination as the custodian and secretariat of the employment policy implementation. It should be emphasized that the Ministry of Labour and Social Welfare will not take over the employment creating functions of the other line ministries and organisations. These ministries and organizations will be expected to implement their mandates with a more pronounced focus on employment creation. Employment creation ceases to be just a by-product of their work, but must become one of their intended objectives. A detailed implementation plan has been developed as part of this policy detailing the objectives and strategies to be undertaken and the expected lead agencies. The implementation plan is presented in a separate Implementation and Monitoring and Evaluation Strategy document accompanying this policy.

Several organisations have direct and indirect roles to play in the implementation of the policy. For example, The Ministry of Labour and Social Welfare is the custodian of Namibia's Decent Work Country Programme and the NEP. The National Planning Commission is the lead agency in terms of the NDP4 and thus also has a key role to play to ensure the implementation of the NEP while the Ministry of Environment and Tourism is the lead agency in terms of environmental policies, sustainable development and green jobs. The Ministry of Trade and Industry on the other hand is in charge of Namibia's industrialisation policy and strategy, SME development and investment strategies. The Ministry of Works and Transport as well as the Ministry of Regional and Local Government and Housing and Rural Development is responsible for public works programmes and housing projects and will also be involved in the implementation of sanitation projects in collaboration with the Ministry of Agriculture, Water and Forestry. The latter will also play a central role in agricultural development and agriculture-based industrialisation.

In addition, there are various other agencies and non-state actors whose contributions to the NEP will be critical. These include the Namibia Agricultural Board, farmers' unions, employers organisations, trade unions, informal sector organisations, developmental NGOs, community organisations, the private sector, development partners and others. A summary of the roles of some of the key role players is presented in Table 4 below. It should be noted, however, that the list is by no means exhaustive. There are several other players that are equally important and are expected to mainstream employment in their activities and contribute to the achievement of the goals of this policy.

### **3.2 Institutional Coordination Framework**

Given the multiplicity of the actors and role players in employment creation and hence in the implementation of this policy, there is need for establishment of a clear and well defined coordination framework that will not only spearhead the implementation of the policy but will also

provide oversight in ensuring that activities are coordinated across sectors and various organizations as well as contribute to overall policy coherence within government in the area of growth and employment creation. Furthermore, the employment coordination body will be responsible for monitoring progress of policy implementation as well as its evaluation at the end of the planning period. The body will also ensure that there is close collaboration and linkages with existing similar institutions such as the Labour Advisory Council.

It is also important to avoid establishment of parallel institutions that have duplicative roles and demand the time of the same members. The policy will be coordinated by the Employment Creation Commission which government is establishing through an Act of Parliament. The Ministry of Labour and Social Welfare will set up a dedicated unit to serve as secretariat for the employment coordination function of the Commission. The Commission will perform all the functions of the coordination agency as discussed above and also provide a link to other bodies such as the LAC and the National Planning Commission. The secretariat of the Commission will be adequately staffed with qualified officials with capabilities to prepare high quality documents for the consideration of the Commission as well as undertake monitoring of the implementation of the policy on behalf of the Commission.

**Table 4: Roles of Some Key Institutions**

<b>NAME OF INSTITUTION</b>	<b>ROLES</b>
<b>Ministry of Labour and Social Welfare</b>	Coordinating institution for the National Employment Policy and the Decent Work Country Programme Secretariat to the Employment Creation Commission
<b>Ministry of Youth National Service, Sport and Culture; National Youth Service; National Youth Council</b>	Identifying and implementing measures to assist the youth with finding employment and setting up businesses
<b>Ministry of Agriculture, Water and Forestry</b>	Creating job opportunities in the agricultural sector through targeted projects. Spearheading value-adding activities in the agricultural sector Creating jobs through the implementation of the sanitation policy and strategy
<b>Ministry of Finance</b>	Macro-economic policy framework Budgetary allocation for the various initiatives relating to employment creation Setting employment as one of the key policy targets and budget allocation criteria
<b>Ministry of Education</b>	Providing primary and secondary education Facilitating life-long learning Supporting vocational training and tertiary education
<b>National Planning Commission</b>	Prioritisation of development projects for employment creation Ensuring co-ordinated interventions by various stakeholders Integration of the policy M&E framework in the NDP M&E framework
<b>Ministry of Trade and Industry</b>	Promotion of SME development Facilitate investment in labour intensive industries Granting of infant industry protection
<b>Ministry of Works and transport</b>	Creating employment through labour intensive construction methods Coordination and supervision of public works programmes
<b>Ministry of Regional and Local Government and Housing and Rural Development</b>	Co-ordination and supervision of housing projects Coordination of Rural Development programmes and employment creation
<b>Ministry of Environment and Tourism</b>	Promotion of sustainable and cultural tourism Promoting green technologies and jobs Diversification of tourism products and markets and hence sources of employment

<b>Ministry of Mines and Energy; Nampower</b>	Promoting and supporting use and production of renewable energy
<b>Labour Advisory Council</b>	Ensuring the ownership of social partners in the implementation of the National Employment Policy Ensuring that decent jobs are created and monitor the implementation of the NEP
<b>Social Partners</b> (NUNW, TUCNA, NEF)	Participating in the design and implementation of the policy and monitoring the achievements of the objectives of this policy. Mobilising their constituents to implement and advocate for the mainstreaming of employment in all sectors
<b>International Labour Organisation</b>	Technical assistance and advice on all matters relating to the Decent Work Country Programme and related issues
<b>Private sector</b>	Providing investments in the identified sectors Participation in PPP arrangements
<b>Specialized Organisations</b> (NISO, , NAU, NNFU, NANGOF Trust, Agriboard, NCCI, Civil Society, academic and research institutions and others)	Focus on employment creation in particular sectors of the economy Providing expertise on specific areas of the National Employment Policy Research, capacity building of service providers, lobbying and advocacy
<b>Development Partners</b>	Providing technical expertise, advice and resources needed for the implementation of particular programmes

### **3.3. Financing and Budget**

The implementation of the policy will be financed through the government budget system. Line ministries, state-owned enterprises and other organisations will mainstream employment in their activity based budgets and workplans. In order to ensure effectiveness, the Ministry of Finance will encourage ministries to make employment creating activities visible in their budget proposals. Furthermore, Government in collaboration with its development partners, will endeavour to mobilise resources for funding various employment programmes and projects. A donor round table conference will be organised after the adoption of the policy to mobilize resources for financing specific programmes and projects.

### **3.4 Monitoring and evaluation**

The Ministry of Labour and Social Welfare spearheads the implementation of National Employment Policy. Once established, the monitoring and evaluation of the programme is envisaged to fall under the auspices of the Employment Creation Commission in collaboration with the National Planning Commission. The monitoring and evaluation of this policy will feed into the monitoring and evaluation system established by NDP4. The evaluations should be conducted at regular intervals, either quarterly or yearly depending on programmes or projects being implemented. However effectiveness of the monitoring and evaluation will be enhanced by the labour market information collected by the Namibia Statistics Agency (NSA) and the Ministry of Labour and Social Services. Regular annual reports have to be produced based on clear indicators. A detailed monitoring and evaluation plan has been developed and is presented in a separate Implementation and Monitoring and Evaluation Strategy document accompanying this policy.

### **3.4. Review of the policy**

This policy is aligned to the cycle of the national development programmes, in this case NDP4. The policy will therefore be reviewed initially in 2017 and thereafter every five years in line with the NDP cycle.

## **Bibliography**

International Labour Organisation 2012a: *Towards decent and green jobs in sustainable enterprises: Namibia*. Geneva: ILO.

International Labour Organisation 2012b: *The youth employment crisis. A call for action*. Geneva: ILO.

Jauch, H 2013. *The Namibia Decent Work Country Programme Review 2012*. Internal ILO Document.

Jauch, H and Kaapama, P 2011. *Social justice and the responsibility of the state. The triple burden of poverty, inequality and unemployment in Southern Africa*. Windhoek: FES

Kanyenze, G and Lapeyre, F 2011. Growth, employment and decent work in Namibia: a situational analysis. Pretoria: ILO.

Ministry of Agriculture, Water and Forestry 2008. *Green Scheme Policy*. Windhoek: MAWF.

Ministry of Agriculture, Water and Forestry 2009a. *Namibia National Sanitation Policy*. Windhoek: MAWF.

Ministry of Agriculture, Water and Forestry 2009b. *Namibia National Sanitation Strategy 2010/11-2014/15*. Windhoek: MAWF.

Ministry of Environment and Tourism 2008. *National Policy on Tourism for Namibia*. Windhoek: MET.

Ministry of Environment and Tourism 2012. *National Report to the United Nations Commission on Sustainable Development: Namibia*. Windhoek: MET.

Ministry of Labour 1997. *National Employment Policies*. Windhoek: MoL.

Ministry of Labour 2000. *The Namibia Labour Force Survey 1997: Final Report*. Windhoek: Ministry of Labour and National Planning Commission.

Ministry of Labour 2002. *The Namibia Labour Force Survey 2000: Final Report*. Windhoek: Ministry of Labour and National Planning Commission.

Ministry of Labour and Social Welfare 2006. *Namibia Labour Force Survey 2004: Report of analysis*. Windhoek: Ministry of Labour and Social Welfare.

Ministry of Labour and Social Welfare 2010. *Namibia Labour Force Survey 2008: Report of analysis*. Windhoek: Ministry of Labour and Social Welfare.

Ministry of Trade and Industry 2012. *Namibia's Industrial Policy*. Windhoek: MTI.

Ministry of Trade and Industry (unpublished). *PPP Draft Policy*.

Namibian Employers' Federation 2010. *Skills Survey*. Windhoek: NEF.

National Planning Commission 2004.*Vision 2030*. Windhoek: NPC.

National Planning Commission 2008.*2<sup>nd</sup> Millenium Development Goals Report, Namibia*. Windhoek: NPC.

National Planning Commission 2010.*A Targeted Intervention Program for Employment Creation (TIPEC) for Namibia*. Windhoek: NPC.

National Planning Commission 2011.*Targeted Intervention Program for Employment and Economic Growth (TIPEEG)*. Windhoek: NPC

National Planning Commission 2012.*Draft Human Resources Plan*. Windhoek: NPC.

National Statistics Agency 2013. The Namibia Labour Force Survey 2012 . Report. Windhoek: NSA.

National Youth Council 2012a. *Youth unemployment: the Namibian context in perspective*. Windhoek: NYC.

National Youth Council 2012b.*Youth education and skills development. Draft position paper*. Windhoek: NYC.

National Youth Council 2012c.*Youth economic opportunity and participation. Draft position paper*. Windhoek: NYC

Office of the Ombudsman 2013.*A Household Survey and Study on Human Rights in Namibia* (in print)

Offshore Development Company 2010.*Report on the Performance of the Export Processing Zones (EPZ) Programme: 1997-2010*. Windhoek: ODC.

Republic of Namibia 2012.*Recognition of Prior Learning (RPL) within the Vocational Education and Training (VET) System. A draft national policy and strategy for Namibia*. Windhoek: GRN.

Republic of Namibia 2012.*Namibia's Fourth National Development Plan 2012/13 to 2016/17. Changing Gear Towards Vision 2030*. Windhoek: NPC.

Republic of Namibia 2013.*National Rural Development Strategy 2013/14-2017/18.Consolidated Situational Analysis*. Windhoek: GRN.

Seneviratne, AS. 2010. *Sources of Economic Growth: employment creation, poverty reduction and accelerating investment: results driven input for informed policy and strategy formulation*. Windhoek: NPC.

Stockhammer, E and Onaran, O. 2012.*Wage-led Growth: Theory, Evidence, Policy*. University of Massachusetts Amherst: Political Economy Research Institute.

v.Oertzen, D. 2012.*Namibia's Energy Future: a case for renewables*. Windhoek: Konrad Adenauer Stiftung.