



**MINISTRY OF  
PUBLIC SERVICE, LABOUR  
& SOCIAL WELFARE**

# **ACCELERATING ACTION AGAINST CHILD LABOUR IN ZIMBABWE**

**INAUGURAL REPORT  
2018-2022**





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## FOREWORD

As the Minister of Public Service, Labour, and Social Welfare, I take this opportunity to express the Government of Zimbabwe's unwavering commitment to eradicating child labour in all its forms. Over the years, numerous initiatives have been undertaken as we strive to continue in our fight against child labour. However, the progress made in these endeavours has not been adequately documented. Therefore, it gives me great pleasure to present the inaugural report "Accelerating Action Against Child Labour in Zimbabwe" for the period 2018 - 2022.



**Professor Paul Mavima**  
Minister of Public Service,  
Labour, and Social Welfare

This report highlights the legislative measures, policies, and programmatic initiatives that have been implemented since 1999 when the Ministry, in collaboration with the Zimbabwe National Statistics Agency (ZIMSTAT), conducted a baseline survey on child labour in our country. The findings of this survey have informed our efforts in addressing child labour since the year 2000. Subsequently, follow-up surveys such as the 2007 Rapid Assessment Study on Worst Forms of Child Labour provided valuable insights leading to a time-bound program of action from 2008 to 2010. Furthermore, the Labour Force Surveys conducted by ZIMSTAT in 2009, 2014, and 2019 included modules on child labour, which have greatly contributed to evidence-based decision making in this area. Additionally, in 2019, the Ministry conducted a survey on child labour in tobacco farms with the support of the Eliminating Child Labour in Tobacco (ECLT) Foundation.

This survey marked the beginning of our collaboration with the ECLT Foundation, culminating in the signing of a Memorandum of Understanding in June 2021. Subsequently, we organized dissemination workshops and engaged stakeholders in the tobacco sector and other key industries such as mining, sugar, and tea, as we recognize that child labour is not confined to the agricultural sector alone.

Through our partnership with the ECLT Foundation, the Government of Zimbabwe aims to benefit from their extensive experience in combating child labour, garnered from their work in countries like Indonesia, Malawi, Mozambique, and more. ECLT's expertise will prove invaluable as we finalize the Child Labour Pillar within the broader National Action Plan on Orphaned and Vulnerable Children (NAP-OVC), in accordance with the commitments made under the Durban Call to Action following the 2022 Fifth Global Conference on Child Labour.

Our government's aspiration is to develop a robust Action Plan that encompasses the formulation and implementation of appropriate laws, programs, and policies. We seek to raise awareness about the dangers of child labour and strengthen multi-stakeholder collaboration to prevent its occurrence and effectively address it when it does.

We believe that this report will provide stakeholders with a comprehensive understanding of our journey in combating child labour, and together, we look forward to the future as we forge ahead in developing and implementing an inclusive Action Plan on child labour, leaving no one behind.

## HIGHLIGHTS



Since 1999, the Government of Zimbabwe has carried out **4 national child labour surveys** to understand the nature and extent of child labour in the country.



In 2018, the Government of Zimbabwe convened a **national stakeholders conference on child labour** bringing together government, unions, employers' representatives and development partners to devise solutions and mobilize resources for addressing child labour.



In 2019, the Government of Zimbabwe and ZIMSTAT carried out a **child labour in tobacco farming survey** to understand the nature and extent of child labour on tobacco farms in **4** provinces in Zimbabwe.



Between 2020 and 2021, the Government of Zimbabwe secured **Action Pledges from 4 high child labour risk sectors** (tobacco, artisanal mining, tea, and sugar cane) to accelerate their actions against child labour.



In 2022, the Government of Zimbabwe signed a **Memorandum of Understanding to address child labour in agriculture** with the ECLT Foundation.



In 2022, the Ministry of Public Service, Labour and Social Welfare convened **46 out of 47 National Employment Councils** to revise their collective bargaining agreements to include lists of hazardous tasks for children below 18 years.



In 2022, the **National Employment Council for the Tobacco Industry's** list of hazardous tasks for children below 18 was gazetted.



In 2022, the Ministry of Public Service, Labour and Social Welfare showcased Zimbabwe's **National Case Management System** at a webinar titled 'Setting up and implementing Child Labour Monitoring and Remediation Systems (CLMRS) in smallholder agriculture'.



**5,951 labour inspections** carried out in 2022.



# ABOUT THE MINISTRY OF PUBLIC SERVICE, LABOUR AND SOCIAL WELFARE

## About MoPSSLW

The Ministry of Public Service, Labour and Social Welfare is a government ministry, responsible for labour relations and welfare in Zimbabwe.



## Vision: Decent Work and Sustainable Social Protection for All by 2030

**Mission Statement:** To promote quality and inclusive public service delivery, employment promotion, efficient Labour Administration and provide sustainable Social Protection services for socio-economic transformation.

The Ministry has four Departments mandated to ensure the protection of vulnerable groups in Zimbabwe. Of the four, two Departments have the statutory responsibility to ensure child protection, namely:

- Department of Labour Administration
- Department of Social Development

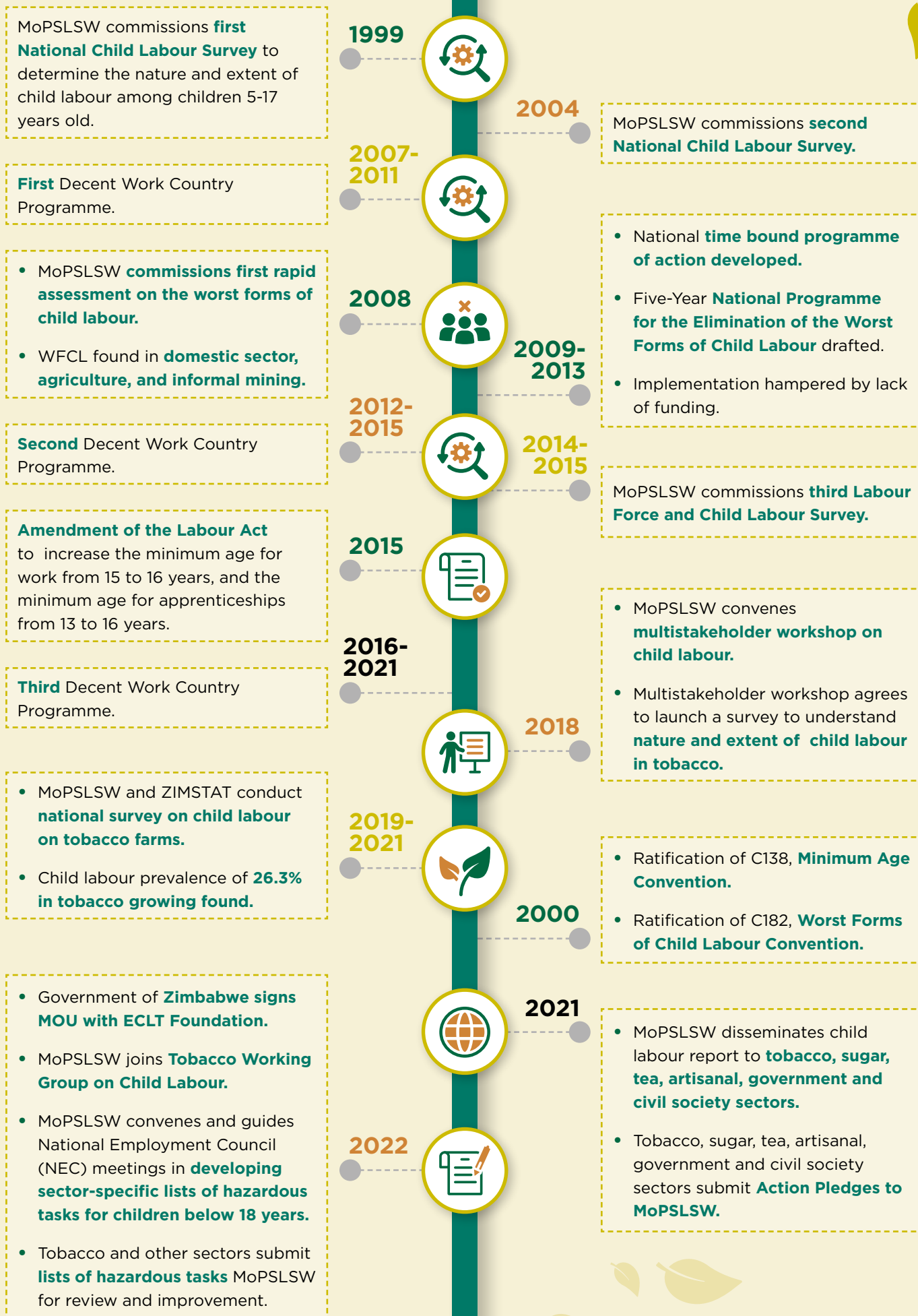
Child labour falls under the Department of Labour Administration which is tasked with promoting of a conducive labour market environment, fair labour standards, labour productivity and efficient employment placement services. The Department of Labour Administration also enforces labour and anti-human trafficking laws and investigates labour-related complaints, including those involving child labour. The department conducts industry- and sectoral-based labour inspections through appointed agents of national employment councils (NECs), comprising representation from both employers' associations and trade unions.

National Employment Councils (NECs) are created by an act of parliament (Labour Act Chapter 28:01 Section 56) and play an important role in labour administration in Zimbabwe. Their primary function is to promote and maintain industrial harmony for enhancement of productivity across different sectors of the economy, such as agriculture, mining etc. NECs help in preventing and settling of labour disputes between employees and employers and are also responsible for negotiating industry minimum wages and collective bargaining agreements between employees and employers. NECs have been in existence since 1934, under various names. Currently, 47 NECs are registered in Zimbabwe.

## LOOKING BACK - OVER TWO DECADES OF DRIVING ACTION AGAINST CHILD LABOUR

The Government of Zimbabwe, through the Ministry of Public Service, Labour and Social Welfare, has placed the issue of child labour high on its national development agenda, following the ratification of major regional and international conventions, covenants and instruments which relate to welfare and rights of children. An essential preliminary step has been a series of statistical surveys and sectoral studies aimed at improving the knowledge base on child labour and using data to drive action. The Ministry has also been at the forefront of developing national action plans and programmes, coordinating stakeholders, awareness raising and strengthening the legal and institutional framework for addressing child labour.





## STRENGTHENING THE LEGAL FRAMEWORK AGAINST CHILD LABOUR



The Government of Zimbabwe (GoZ) is committed to the realization of children's rights and has ratified all key child rights instruments.

International and Regional Instruments	Ratification status	Date of ratification
ILO C. 138 Minimum Age	✓	6th June 2000
ILO C. 182, Worst Forms of Child Labour	✓	11th Dec 2000
UN Convention on the Rights of the Child	✓	11th Sept 1990
UN CRC Optional Protocol on Armed Conflict	✓	22nd May 2013
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓	14th Feb 2012
Palermo Protocol on Trafficking in Persons	✓	13th Dec 2013
African Charter on the Rights and Welfare of Children	✓	17th Oct 2018
SADC Code on Child Labour	Adopted by SADC Heads of States	2000 and revised in 2022

The ratified conventions are given effect to by the country's constitution through Section 81 which is a Bill of Children's Rights. In addition, the Government of Zimbabwe has established laws and regulations related to child labour.

Standard	Age/ level	Legislation
Children's rights		Section 19 of the Constitution. Section 81 of the Constitution.
Minimum Age for Work	16 years	Section 11.1 of the Labour Act. Section 10A (1) of the Children's Act.
Minimum Age for Hazardous Work	18 years	Section 11.4 of the Labour Act. Section 10A (4) of the Children's Act.
Identification of Hazardous Occupations or Activities Prohibited for Children		Section 3.1 of the Labour Act (Employment of Children and Young Persons) Regulations. Section 2 and 10A (4) of the Children's Act.
Prohibition of child labour and specification of hazardous activities: Tobacco (Manufacturing Sector)	18 years	Statutory Instrument 147 of 2022, Labour Act 28:01.
Prohibition of child labour and specification of hazardous activities: miscellaneous sector	18 years	Statutory Instrument 148 of 2022, Labour Act 28:01.
Prohibition of Forced Labour		Sections 54 and 55 of the Constitution. Sections 2 and 4A of the Labour Act. Sections 2 and 3 of the Trafficking in Persons Act.
Prohibition of Child Trafficking		Section 3 of the Trafficking in Persons Act.
Prohibition of Commercial Sexual Exploitation of Children		Sections 61, 83, 86, and 87 of the Criminal Law Act. Section 8(2)a of the Children's Act. Sections 2 and 3 of the Trafficking in Persons Act.
Prohibition of Using Children in Illicit Activities		Section 156 of the Criminal Law Act; Section 10 of the Children's Act.
Minimum Age for Voluntary State Military Recruitment	16 years	Sections 5, 9, and 10 of the National Service Act.
Prohibition of Compulsory Recruitment of Children by (State) Military		Section 9 of the National Service Act.
Compulsory Education level	16 years. Form 4	Section 5 of the Education Amendment Act, 2019.
Minimum age for apprenticeships	16	Section 34 of the Manpower Planning and Development Act [Chapter 28:02]



# CONVENING AND UNITING STAKEHOLDERS IN THE NATIONAL FIGHT AGAINST CHILD LABOUR ON TOBACCO FARMS

The deep-rooted nature and complexity of challenges that drive child labour implies that no single policy, government agency, company, civil society actor or programme can solve the problem on its own. A multistakeholder approach in which government, social partners, community members and other stakeholders align and implement mutually reinforcing actions to achieve systems-level change, is needed. Against this background, the Ministry of Public Service, Labour and Social Welfare (MoPSLSW) convened a multi-stakeholder dialogue on child labour on tobacco farms on 3 July 2018 at the Holiday Inn Hotel in Harare.

The multistakeholder meeting was held following allegations of child labour and other labour abuses on tobacco farms in Zimbabwe. Participants were drawn from Government ministries, employers and workers'

organizations, players in the tobacco industry, non-governmental organizations, Elimination of Child Labour in Tobacco (ECLT) Foundation and United Nations agencies such as ILO, UNICEF, UNDP, UNESCO, IOM and WHO.

In the opening remarks, the Permanent Secretary for Labour and Social Welfare outlined the legal and the policy framework that the Government of Zimbabwe has put in place to address child labour as well as measures being implemented by the Government. The ILO, Employers Confederation of Zimbabwe (EMCOZ) and the Zimbabwe Federation of Trade Unions (ZFTU) also expressed their commitment to promoting decent work across all economic sectors in Zimbabwe.

## THE MAIN OUTCOMES AND AGREEMENTS OF THE MULTISTAKEHOLDER MEETING WERE:



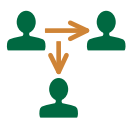
**An inclusive National Steering Committee on Child Labour (NSC)** should be revived and strengthened. The NSC should involve relevant government agencies, social partners, and other relevant stakeholders. The role of the NSC is to lead and coordinate action against child labour in the country.



**Undertake an independent and rigorous survey** of child labour on tobacco farms to determine the nature and extent of child labour. The results of the survey will be used to inform the design and implementation of targeted action.



**Enhance the capacity of government labour inspectorate** and National Employment Councils for monitoring child labour. Existing institutions should be utilized to enhance compliance.



**A referral system must be developed** to enable full assistance for children found in child labour, including training and capacitation of Community Child Care Officers so that they can detect, deal with and address child labour cases.



**Labour clauses should be included in contract farming documentation** to ensure the protection of workers' rights, especially children.

# 2019 UNDERSTANDING THE NATURE AND EXTENT OF CHILD LABOUR IN TOBACCO GROWING



## KEY FINDINGS AND RECOMMENDATIONS FROM THE ZIMSTAT/ MOPSLSW 2019 SURVEY ON CHILD LABOUR ON TOBACCO FARMS

### Child Labour in Zimbabwe: A sectoral analysis based on the 2019 Key Survey Findings in the Tobacco Farms.

In its quest to eliminate child labour and worst forms of child labour from all productive sectors of the economy, the government together with its development partners conducted a sector specific survey on child labour in the tobacco farming operations. The selection and prioritization of the tobacco value chain industry was purely based on its strategic importance in much needed foreign exchange generation as well as its socio-economic multiplier effect to the wellbeing of general populace of the country. The survey was done with full collaboration from tripartite plus partners and with technical backstopping from Zimbabwe Statistical Agency. The primary objective of the survey was to provide in-depth sector specific relativities and insights on the existence, nature, and extent of child labour in the tobacco farms as well as assess its impact on the fundamental rights on access to education. Furthermore, the survey also interrogated the demographic and general living and working conditions of tobacco farmers, including working children. The survey covered all tobacco farmers in all the four land use sectors as defined by TIMB and these are: communal, resettled farmers under A1 and A2 farming model and Small scale commercial.



The survey found that **26.3%** of the children aged 5-17 years reported being **involved in child labour** in the 7 days preceding the survey.



**Communal tobacco farming areas** had the highest proportion at **45.3%**, followed by **A1 tobacco farmers** and **small-scale commercial** had the **least proportion** of children hired for work. This was mainly attributable to the fact that commercial operations have the capacity to hire additional labour outside the family household. None of the children who were working in tobacco farming reported being forced to perform the work.



Some activities that children engaged in included **curing, spraying** and **weeding**.



The survey sought to understand the **impact of child labour on schooling**. It was revealed that most children living on tobacco growing farms aged 5 - 17 years had attended school with **females** having a slightly higher percentage at **97.8%** compared to **males** at **96.0%**.



The majority (**59.2%**) of children in child labour had **completed primary education** while slightly above one percent had **not completed any level at all** and most of them (**57.1%**) were **boys**.



The main reason children absented themselves from school was **due to illness** with **boys** at **24.5%** and **girls** at **19.5%**.



**Lack of school fees** came second with **boys** at **11%** and **girls** at **7.1%** and only less than **1%** were absent as a result of engagement in domestic or other work.

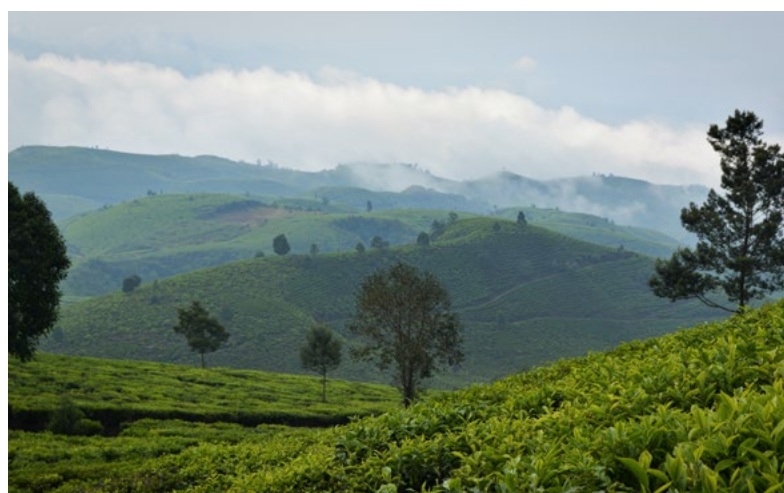


## 2020 – 2021 STAKEHOLDER ENGAGEMENT AND AWARENESS RAISING: MOPSLSW INSPIRING BROADER COMMITMENT AND ACTION AGAINST CHILD LABOUR IN ZIMBABWE

Child labour can be found in many economic sectors in Zimbabwe. During the period under review, the Ministry of Public Service, Labour and Social Welfare (MoPSLSW) built on the momentum of the outcomes of the 2019/2020 *Survey on Child Labour in the Tobacco Sector* to instigate sectoral commitments and actions against child labour in other high child labour risk sectors of economic activity. The stakeholders in each sector pledged to implement specific actions to address child labour in their areas of influence.

### TEA SECTOR

Employers and small-scale growers in the tea sector pledged to enforce the 'No acceptance rule', capacitate MoPSLSW inspectorate, introduce a youth skills development programme, raise awareness, and provide technical support to outgrowers to increase their productivity.



### SUGARCANE SECTOR

The Zimbabwe Sugar Association (ZSA), ten grower associations and unions pledged to lobby the government to give legal effect to the 'no acceptance rule', raise awareness of child labour and enhance community monitoring of child labour. The Sugarcane Association committed to establish a peer review mechanism within the sugarcane sector to enable peer monitoring within the out growers.

### ARTISANAL GOLD MINING SECTOR

The Zimbabwe Miners' Federation Association (ZMFA) pledged to formalize and certify small scale mining sector, lobby for criminalization of child labour, and to undertake child labour awareness campaigns in schools, mining compounds, mining sites and communities to address both pull and push factors.

### GOVERNMENT SECTOR

The Government of Zimbabwe pledged to enforce existing laws and guidelines on child labour, review and strengthen existing laws, build the capacity of the labour inspectorate, develop a National Action Plan (NAP) and form a National Steering Committee (NSC) and a Child Labour Unit to coordinate child labour action.

### CIVIL SOCIETY SECTOR

UN agencies, NGOs, trade unions, Employers Confederation of Zimbabwe (EMCOZ), and the National Employment Council for Agricultural Industry pledged to provide technical support in the alignment of international commitments to local legislation, include child labour in collective bargaining agreements and support awareness raising activities targeting all forms of child labour.

### TOBACCO SECTOR

Through the industry regulator, TIMB, the tobacco sector pledged to adopt a sector-wide Agricultural Labour Practices (ALP) as the industry's de facto programme. The ALP is based on ILO conventions and defines fundamental rights and principles that should be observed on all tobacco farms. The TIMB to make the ALP Code mandatory and a condition for the renewal of Annual Contractors License, Auction Floors License and any individual tobacco grower registering for the new season.



## PARTNERSHIPS TO ADDRESS CHILD LABOUR

SDG 17 calls for partnerships between governments, the private sector, and civil society, recognizing the Sustainable Development Goals can only be realized with a strong commitment to partnership and cooperation. The Government of Zimbabwe, through the Ministry of Public Service, Labour and Social Welfare, is committed to collaborating with local and international partners to accelerate the elimination of child labour in the country.

**In 2022, the Government of Zimbabwe and ECLT Foundation signed a memorandum of understanding (MOU) to collaborate in elimination of child labour in agriculture.**

The ECLT Foundation is an independent foundation based in Geneva, Switzerland. ECLT advocates for strong policies, research and implementation best practices, engagement of farmers and farming communities so they can benefit from farming while ensuring that their children are safe, healthy, educated, and encouraged to reach their full potential.

Under the MOU between the Government of Zimbabwe and ECLT Foundation, the parties agreed to collaborate in child labour prevention and remediation at community level; and in strengthening the institutional and legal capacity for addressing child labour in agriculture.

“Challenges such as a lack of school facilities and weak social protection are often central causes of child labour. Businesses and NGOs cannot replace governments in fulfilling these essential duties of the State. The MOU between ECLT Foundation and the Government of Zimbabwe provides a framework for transformative public private partnership at the local, district, and national levels, in eliminating the root causes of child labour in agriculture.”

Dr Innocent Mugwagwa  
Executive Director,  
ECLT Foundation



“The MOU is a demonstration of our shared commitment to eliminate child labour, in line with national laws and Zimbabwe’s international obligations.”

S. Masanga, Permanent Secretary, Ministry of Public Service, Labour and Social Welfare



### Key priorities in the MOU include:

- 

Establishing and capacity building of a Child Labour Unit, desk, or position in the MOPSLSW to co-ordinate child labour programmes and activities.
- 

Forming or revitalizing a multi-stakeholder National Steering Committee on Child Labour, to provide overall guidance and policy co-ordination on child labour issues.
- 

Supporting the development of National Action Plan on Child Labour, and establishing systems for monitoring, measuring, and reporting of progress in the implementation of the National Action Plan on Child Labour.
- 

Co-operating in pilot community projects to identify, prevent and remediate child labour at community level and establishing a referral system for children identified to be in child labour to government and non-governmental social services.

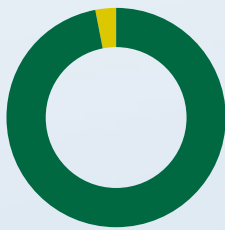
The Government of Zimbabwe has also a long-standing collaborative relationship with UNICEF since 1982 to ensure the protection of the rights and welfare of children in Zimbabwe. This cooperation is carried out under the auspices of the successive four-year Country Programmes of Cooperation, with the current one running 2022 – 2026.

## DRIVING PROGRESS AGAINST CHILD LABOUR IN 2022

Under the MOU between ECLT Foundation and the Government of Zimbabwe, the Ministry of Public Service, Labour and Social Welfare (MoPSLSW) prioritized the strengthening of the legal, policy and institutional framework for addressing child labour in Zimbabwe.

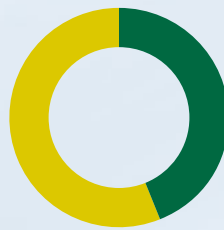
The efforts of the MoPSLSW were geared towards facilitating the National Employment Councils (NECs) to revise lists of hazardous work for children below 18 years through collective bargaining in their sectors and developing the child labour component of National Action Plan for Orphans and Vulnerable Children.

### BY END OF 2022:



**46 out of 47**

NECs convened to revise lists of hazardous work for children through collective bargaining agreements.



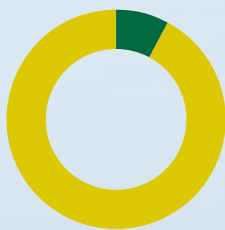
**21 out of 47**

NECs submitted revised collective bargaining agreements that define hazardous work for children.



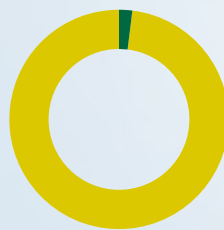
**17 out of 47**

revised collective bargaining agreements under review by MoPSLSW.



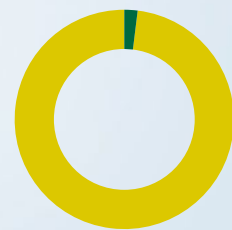
**4 out of 47**

collective bargaining agreements sent back by MoPSLSW to NECs for revision.



**1 out of 47**

revised collective bargaining agreements submitted to Attorney General for final review.



**1 out of 47**

collective bargaining agreements with lists of hazardous work for children finalized and gazetted.

During the period under review, the MoPSLSW also started the process of revising the National Action Plan on Orphans and Vulnerable Children (NAP OVC) through funding from UNICEF. The revised NAP OVC will include a specific section on child labour, thanks to technical assistance and support from ECLT Foundation. For the development of this child labour component of the NAP OVC, the MoPSLSW drafted Terms of Reference (TORs) for the National Steering Committee (NSC) on Child Labour. The NSC is an inter-ministerial and cross-sectoral body tasked with policy oversight and coordination of national efforts to eliminate child labour.

## PROVIDING GUIDANCE FOR ELIMINATION OF CHILD LABOUR IN AGRICULTURE SUPPLY CHAINS

The Ministry of Public Service, Labour and Social Welfare (MoPSLSW) has been a member of the Tobacco Working Group on Child Labour (TWCL) since the latter was formed in 2021. The TWCL is a multistakeholder platform that brings together tobacco companies, auction floors, growers' associations, government agencies, labour unions and civil society partners to accelerate action to eliminate child labour within the tobacco sector. Chaired by the Tobacco Industry Marketing Board (TIMB), the TWCL aims to coordinate, strengthen, and leverage actions against child labour using the Agricultural Labor Practices (ALP) program as a de facto standard.



The membership of the MoPSLSW in the TWCL ensures that the tobacco sector's actions on child labour are aligned with national and international child labour standards, contribute to national development goals, promote decent work, and facilitate coordination with other government ministries on child labour issues.

**During the period under review, the MoPSLSW provided guidance and policy direction to the TWCL on (i) defining child labour; and (ii) the development of a list of hazardous tasks for the agricultural sector:**



### GUIDANCE ON DEFINITION OF 'EMPLOYER' IN FAMILY SETTINGS

Most child labour occurs in agriculture where children perform work as unpaid family labour. In such settings, it is not always clear who the employer is and what constitutes work. As a result of the MoPSLSW guidance, an employer was defined in the draft list of hazardous work in agriculture to include "any person or enterprise in both formal and informal economy, inside and outside family settings, who engages one or more persons to perform work in any form of market production and certain types of non-market production (principally that of goods such as agricultural produce for own use), whether such workers are paid or not".

In this definition, a parent or guardian who engages his/her own children as unpaid family labour, qualifies as an employer who must observe the list of hazardous tasks.



### GUIDANCE ON BEST LEGAL ROUTE TO DEVELOP LIST OF HAZARDOUS WORK IN TOBACCO

Article 4 of the ILO C182 requires that the lists of hazardous tasks "shall be determined by national laws or regulations or by the competent authority, after consultation with the organizations of employers and workers concerned, taking into consideration relevant international standards...". There are several legal routes to bring about lists of hazardous work in Zimbabwe. During the period under review, the MoPSLSW provided guidance to the TWCL on the range of options, which differ in their complexity, speed, number of actors involved and the degree of stakeholder buy-in required. Based on MoPSLSW guidance, the TWCL resolved to develop the list of hazardous tasks in tobacco through National Employment Councils (NECs).

By the end of 2022, the list of hazardous work for children in secondary tobacco activities, such as on auction floors and factories, was gazetted. The lists of hazardous work for children in primary agriculture activities, such as production of tobacco, was under review by the Attorney General's Office.



# LABOUR INSPECTION: ENSURING A SAFE AND HEALTHY WORKING ENVIRONMENT

The Ministry of Public Service, Labour and Social Welfare's labour inspectorate plays a key role within the labour administration system, responsible for enforcing labour laws and ensuring compliance with labour policies, standards, and compliance with child labour laws. The labour inspectorate conducts inspections in workplaces throughout all provinces, with a dual focus on enforcement and providing guidance and training to both workers and employers on matters related to health and safety in the workplace.

Recognizing the significance of combating child labour, the labour inspectorate has conducted regular inspections across all sectors, including agriculture. Special attention was given to inspections during the COVID-19 pandemic. Some inspections were conducted in collaboration with the National Employment Councils and the National Social Security Authority, thus ensuring a comprehensive approach.

To enhance the capacity of labour inspectors and other enforcement agencies in addressing child labour, the Ministry has implemented continuous training programs on child labour issues. Multiple training workshops have been conducted since 2018, involving labour inspectors from the Ministry of Public Service, Labour, and Social Welfare, inspectors from the Occupational Safety and Health Department of the National Social Security Authority (NSSA), and the Designated Agents of the National Employment Councils. A recent training session took place from December 12 to 14, 2022, specifically for Designated Agents of National Employment Councils.

In order to strengthen the effectiveness of labour inspectors and their ability to respond to child labour incidents, the Ministry, with support from the Treasury, is actively addressing issues related to inspector mobility. As part of this effort, three vehicles have been procured and distributed to Harare, Bulawayo, and Mashonaland West provinces.

The Ministry promotes an integrated approach to inspections, emphasizing prevention, protection, prosecution, and partnerships in its endeavours. Between 2018 and 2022, more than 14'000 labour inspections were carried out.

## INSPECTIONS CARRIED OUT BETWEEN 2018 AND 2022







## BROADENING IMPACT

The Government of Zimbabwe has ratified the International Labour Convention 138 on minimum age and Convention No. 182 on the worst forms on child labour, which obligates member states to come up with a list of hazardous work/tasks in accordance with Article 7 of C138. The Government of Zimbabwe through the Ministry of Public Service, Labour and Social Welfare decided to take a sectoral and harmonised approach to coming up with the list of hazardous tasks, taking into consideration the different peculiarities within the various sector.

In February 2022, the Ministry of Public Service, Labour and Social Welfare wrote to all National Employment Councils (NECs), which are Bi-Partite sector specific collective bargaining bodies, to develop lists of hazardous tasks within the respective Collective Bargaining Agreements (CBAs). These sector specific lists were to be submitted to the Ministry through the Registrar's Office for consideration and subsequently to the Attorney General's Office. These would then be gazetted as statutory instruments for use by the respective sectors.

Following the communication to all NECs, a number of consultative meetings and capacity building workshops on child labour issues and development of the hazardous tasks were held with all the NECs, with one or two engagement meetings particularly with the tobacco sector. To mention is the Tripartite plus meeting of the Tobacco sector on the definition of child labour and development of a hazardous list held on 4 March 2022, the NECs Child Labour Sensitization Workshop held on 10 June 2022 and the NECs Symposium held 26 - 29 September 2022. The intention was to sensitize the NECs on child labour and importance of the hazardous work lists.

The development and promulgation of the various lists of hazardous work/ tasks is work that is still ongoing, with the Ministry committed to ensuring that every sector is in compliance with the ratified C138 and C182.



**“The promulgation of SI 148 in 2022 is a clear testimony of the commitment of the social partners in the upstream tobacco value chain against all forms of child labour. The industry believes in sustainable agricultural and production processes that enhance value and the livelihoods for all those involved. The use of child labour in the tobacco value chain plays havoc with the achievement of this goal. Moving forward, the NEC has energized its enforcement machinery to ensure compliance with the law and to deal decisively with any transgressions.”**

Mr. G. Mutsvairo,  
NEC Tobacco Designated Agent





To date twenty-six (26) of the forty-seven (47) functional NECs have submitted their CBAs on the hazardous work/tasks. The status quo on the submission of the hazardous work/tasks list is as follows;

	Employment Council	List of Hazardous work/tasks	Not Submitted	REMARKS
1	Agriculture	●		AG'S Office for gazetting
2	Air Transport	●		AG'S Office for gazetting
3	Banking		●	
4	Brickmaking Industry	●		AG'S Office for gazetting
5	Catering		●	Follow-up
6	Cement and Lime	●		AG'S Office for gazetting
7	Ceramics		●	Follow-up
8	Chemicals, Fertilisers, Pharmaceuticals, Battery and Plastics Manufacturing		●	Follow-up
9	Clothing	●		AG'S Office for gazetting
10	Commercial Sectors		●	Follow-up
11	Communications and Allied Services		●	
12	Construction		●	
13	Cotton Industry of Zimbabwe	●		AG'S Office for gazetting
14	Detergents, Edible Oils and Fats Industry	●		AG'S Office for gazetting
15	Electronics, Communications, Radio and TV Allied Manufacturing		●	Follow- up
16	Engineering, Iron and Steel	●		AG'S Office for gazetting
17	Ferro Alloy Industry	●		AG'S Office for gazetting
18	Fibre Cement		●	Follow-up
19	Food Allied	●		AG'S Office for gazetting
20	Funeral Industry of Zimbabwe	●		AG'S Office for gazetting
21	Furniture Manufacturers of Zimbabwe	●		AG'S Office for gazetting
22	Grain Marketing Board		●	Follow-up
23	Harare Municipal Undertaking	●		AG'S Office for gazetting
24	Insurance Industry	●		AG'S Office for gazetting



	Employment Council	List of Hazardous work/tasks	Not Submitted	REMARKS
25	Leather and Taxidermy, Footwear, Skins, Sports Equipment Travel Goods, Canvas Goods and Allied Manufacturing Industries	●		AG'S Office for gazetting
26	Lumber Milling	●		AG'S Office for gazetting
27	Medical Allied	●		AG'S Office for gazetting
28	Mining	●		AG's Office for gazetting
29	Motor		●	Follow-up, though not fully functional
30	Motor Vehicle Manufacturing and Allied		●	Follow-up
31	Printing, Packaging and Newspaper	●		AG'S Office for gazetting
32	Pulp and Paper		●	Follow-up
33	Railways Employment Council		●	Follow-up
34	Rural District Councils of Zimbabwe		●	Follow-up
35	Schools Development Associations and Committees of Zimbabwe		●	Follow-up
36	Security Industry of Zimbabwe		●	Follow-up
37	Soft Drinks	●		AG'S Office for gazetting
38	Textile Industry		●	Follow-up
39	Tobacco	●		Gazeted
40	Tourism	●		AG'S Office for gazetting
41	Transport Operating Industry	●		AG'S Office for gazetting
42	Water Institutions and Ice Blocs Manufacturing Industry		●	Follow-up
43	Welfare and Educational Institutions	●		AG'S Office for gazetting
44	Zimbabwe Energy Industry		●	Follow-up
45	Zimbabwe National Water Authority	●		AG'S Office for gazetting
46	Zimbabwe Revenue Authority		●	Follow-up
47	Zimbabwe Sugar Milling Industry	●		AG'S Office for gazetting

# ZIMBABWE AT THE GLOBAL CONFERENCE ON THE ELIMINATION OF CHILD LABOUR, DURBAN, SOUTH AFRICA

Hon. Minister of Public Service, Labour and Social Welfare, Professor Paul Mavima was one of the speakers at the 5th Global Child Labour Conference held in Durban, South Africa in May 2022. More than 1,000 delegates from governments, workers' and employers' organizations, UN agencies, civil society and regional organizations attended the conference in Durban, South Africa. They were joined by another 7,000 online participants.



In his remarks, Professor Mavima expressed the Government of Zimbabwe's commitment to accelerate the realization of **SDG target 8.7**.

*“My government views child labour as an inhibitor to the full growth and development of children, as well as stealing their ability to realize and fulfil their full potential. Zimbabwe is committed to the elimination of child labour and supports the full participation and attendance of children in school as instrumental to the fight against this global scourge”.*

The Minister also highlighted that Zimbabwe has increased social protection coverage to vulnerable households and that the number of children supported by the Basic Education Assistance Module (BEAM) has increased from **450,000 children in 2020** to **1 million children in 2021**. It was expected that the number of children on BEAM would reach **1.5 million in 2022**.

## DURBAN CALL TO ACTION ROADMAP TO ELIMINATE CHILD LABOUR

### MAKING DECENT WORK A REALITY FOR ADULTS AND YOUTH ABOVE THE MINIMUM AGE FOR WORK

Strengthening integrated efforts to promote, respect and realize all fundamental principles and rights at work, recognizing their inseparable, interrelated and mutually reinforcing character.

### ENDING CHILD LABOUR IN AGRICULTURE

Increasing investment in the economic and social development of rural areas as a strategy for reducing poverty, recognizing that the elimination of child labour is an essential prerequisite for decent work in the sector and can contribute to sustainable food systems.

### PREVENTING AND ELIMINATING CHILD AND FORCED LABOUR THROUGH DATA-DRIVEN POLICY AND PROGRAMMATIC RESPONSES

Reinforcing the enforcement of national laws, regulations and policies on child labour and forced labour by strengthening the capacity of law enforcement bodies, labour inspectorates, agricultural extension services, child protection and education services.





Zimbabwe joined other delegates in adopting the Durban Call to Action on the Elimination of Child Labour, which emphasizes the need for urgent action to end child labour. The government supports the six commitments in the Durban Call to Action through various national strategies and programmes such as the National Development Strategy 1 and social protection programmes, including BEAM.

### REALIZING CHILDREN'S RIGHT TO EDUCATION

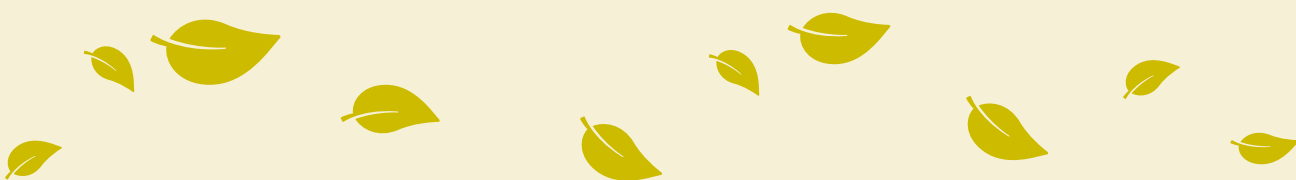
Eliminating direct and indirect barriers to quality, compulsory education for girls and boys, such as distance, cost, safety, security, and gender- and disability-specific barriers; eliminating fees, as appropriate, and promoting universal scholarships and school feeding.

### ACHIEVING UNIVERSAL ACCESS TO SOCIAL PROTECTION

Ensuring social protection programmes provide sufficient benefits to reduce child labour vulnerability and are accessible to all families.

### INCREASING FINANCING AND INTERNATIONAL COOPERATION

Progressively extending access to comprehensive, adequate, sustainable, gender- and age-responsive, disability-inclusive social protection, including through the establishment of national social protection floors.



# SHARING GOOD PRACTICES: THE NATIONAL CASE MANAGEMENT SYSTEM IN ZIMBABWE

The Durban Call to Action calls for achieving universal access to social protection through expansion of child labour monitoring systems linked to the provision of social protection services. This includes establishment of referral mechanisms between enforcement authorities and social services to ensure children in child labour and those at risk of child labour access appropriate support services.

To share practical insights on the National Case Management System (NCMS) in Zimbabwe and opportunities for public private partnerships to improve access to social protection services by children in agricultural communities, the Ministry of Public Service, Labour and Social Welfare (MoPSLSW) presented at the webinar ‘Setting up and implementing Child Labour Monitoring and Remediation Systems (CLMRS) in smallholder agriculture’.

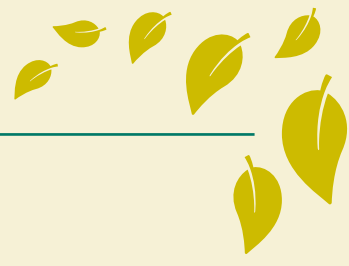
The webinar was organized by ECLT Foundation and brought together participants more than 80 participants across the world. Faith Ruramai Mavengere and Patience Rumbidzai Rupende from the Department of Social Development presented on behalf of MoPSLSW.



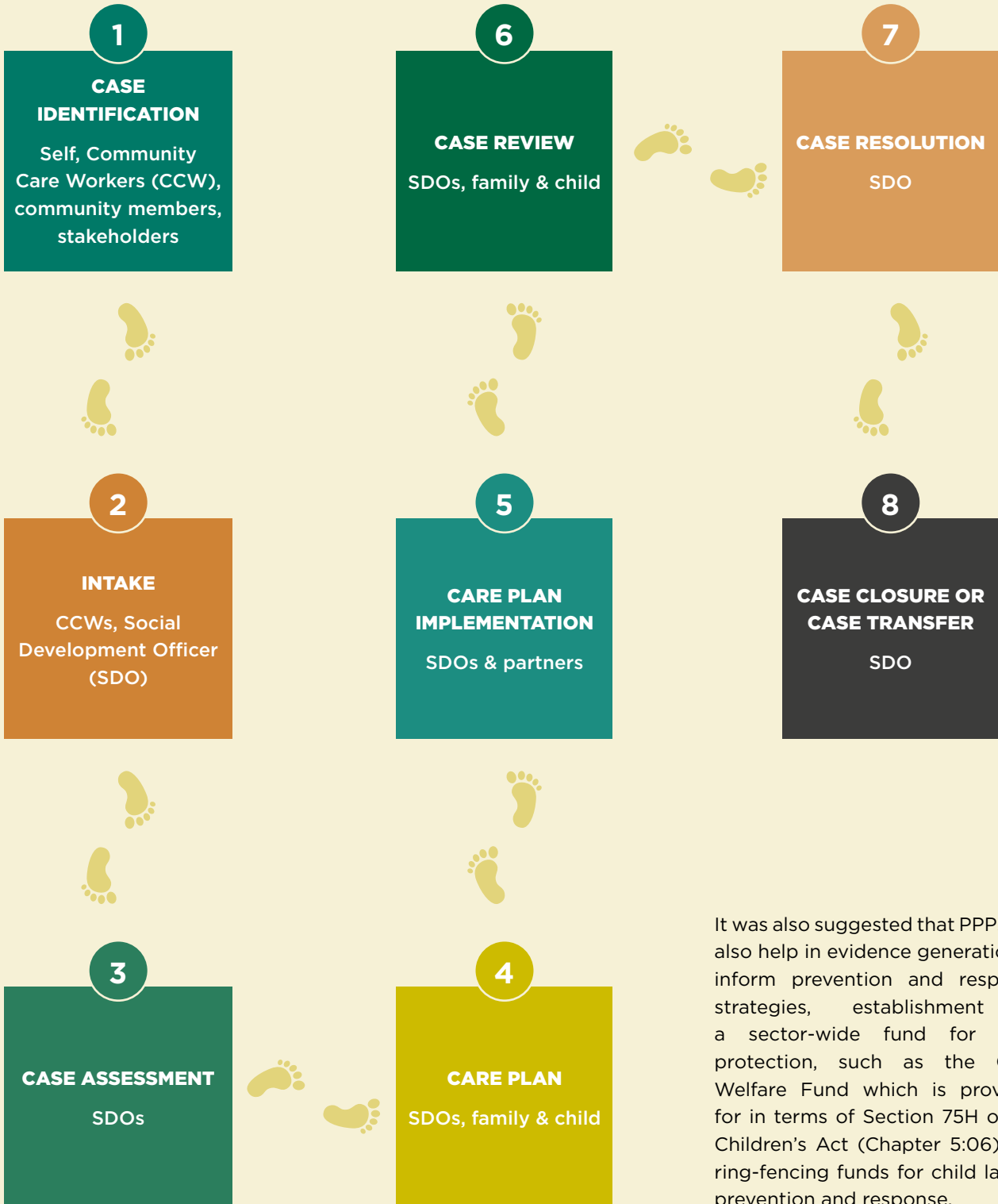
In their presentation, Faith and Patience emphasized that the NCMS aims to deliver child-focused, family-centred interventions that improve wellbeing and mitigate the impact of various social ills on children and families through:

- a **MULTI-SECTORAL APPROACH** that thrives on a clear referral pathway with a feedback mechanism for comprehensive service provision.
- **PREVENTION INITIATIVES** such as awareness raising sessions, parenting initiatives, household income strengthening programmes, Early Warning Systems, Violence Against Children screening, school enrolments and retention.
- **RESPONSE:** timely case identification, follow up and management up to resolution.
- **SPECIALIST SERVICE PROVISION:** such as HIV and disability sensitive programming
- **FAMILY AND COMMUNITY STRENGTHENING - FAMILY INVOLVEMENT:** support and build on the resilience and potential for growth and development inherent in each individual and child.

The MoPSLSW outlined the 8-step process flow and key actors, highlighting the various stages at which public private partnerships can strengthen the delivery of services to children in rural agricultural communities, particularly in case identification and care plan implementation.



## NATIONAL CASE MANAGEMENT SYSTEM IN ZIMBABWE: PROCESS FLOW AND ACTORS



It was also suggested that PPPs can also help in evidence generation to inform prevention and response strategies, establishment of a sector-wide fund for child protection, such as the Child Welfare Fund which is provided for in terms of Section 75H of the Children's Act (Chapter 5:06) and ring-fencing funds for child labour prevention and response.



# ADVOCACY AND AWARENESS TOWARDS ELIMINATION OF CHILD LABOUR IN ZIMBABWE

The effective elimination of child labour requires a whole-of-society approach. It takes a community to effectively end child labour hence the active participation of communities is a necessary condition. Child labour interventions should place communities at a centre of child protection systems and efforts to stop child labour.

In the reporting period the ministry developed a package of Information Education and Communication (IEC) materials on sector specific Hazardous Child Lists (HCL) and unpacked the existing pieces of legislation on child labour, particularly the Labour Act. In this endeavour, the Ministry took the awareness campaign to Hurungwe community in 2022. The event was graced at political level by the Honourable Minister of State for Provincial Affairs and Devolution for Mashonaland West Province, Hon.MP, Ms. Mary Muliswa. This demonstrates the reinforcement of government's commitment to the Durban Call to Action, to end child labour from the productive sectors of the economy, particularly in the agriculture sector.

The event was held at Chitimbe School where 15 schools from Hurungwe district attended. The child labour awareness campaign was held under the theme "The best Place for Children is School Not Workplace" There was active participation by children during the event. Children recited poems on child labour and performed drama on the challenges faced by children in the context of child labour activities common in the district. These include small scale mining activities, farming operations in tobacco and cotton, among others. A question-and-answer session was conducted, and prizes were given to outstanding children.

Furthermore, the Ministry managed to carry out awareness campaigns at major national events such as the Zimbabwe International Trade Fair (ZIFT) and at 2022 Harare Agriculture Show. A wide spectrum of audiences and stakeholders were reached out during these exhibitions. The ZIFT drew key stakeholders



Minister, Mary Muliswa handing over gifts to winning students during child labour awareness campaign at Chitimbe High School, Hurugwe, June 2022

from the industrial sectors at national, regional as well as international level. The key message was on the economic impact of child labour in trade of good and services. This augured well with the new developments in trade protocols and growing calls for countries and businesses to embed labour and human rights in supply chain processes for export and domestic markets. In the same breath, the Harare Agriculture Show enabled active interaction with children and farmers as agriculture sector is viewed as one of the hot spots for incidences of child labour. Apart from these national level awareness activities, various sectoral engagements were done, especially in high child labour risk sectors tea, sugar and artisinal mining.

# DECENT WORK IN THE FRAMEWORK OF TRADE AGREEMENTS

The need to integrate labour standards provisions in trade agreements is continuing to attract global attention. This was also reiterated in the ILO 2008 Declaration on Social Justice for a Fair Globalisation and the 1998 Declaration on Fundamental Principles and Rights at Work, where ILO member states affirm their commitment to international labour standards within the context of trade, stressing that labour standards should not be used for protectionist trade purposes; that questioning the comparative advantage of any country should be seen as necessary, and it is not justifiable to exploit violations of fundamental principles and workers' rights as a valid comparative advantage.

There are five principles and associated rights that are considered fundamental for social justice, and these are:

- freedom of association and the effective recognition of the right to collective bargaining;
- the elimination of all forms of forced or compulsory labour;
- the effective abolition of child labour;
- the elimination of discrimination in respect of employment and occupation;
- a safe and healthy working environment.

Over the past decades, the world has witnessed a growing number of key trade agreements that encompass decent work that the country should consider in its development agenda. By 2016, a total of 77 trade agreements, covering 136 countries, included core labour provisions as provided for by the 1998 Declaration.

Currently, Zimbabwe is part of the EU - Eastern and Southern Africa - Economic Partnership Agreement (EPA) where the core labour standards are entrenched in Chapter XX on trade and sustainable development under article X.3 on Multilateral Labour Standards and Agreements.

In addition, the GlobalGAP certification in the agricultural sector is one such scheme that promotes good agriculture practices while taking into account decent work conditions such as worker welfare, occupational health and safety and child labour issues. Zimbabwe products to the EU market are under constant monitoring for compliance with GlobalGAP standards, including horticulture products such as flowers. For instance, GlobalGAP from Netherlands visits Zimbabwe horticulture farms every year to check compliance on decent work fundamental conditions, including child labour.

Furthermore, the U.S. Trade and Development Act requires that a country implement its commitments to eliminate the worst forms of child labour in order to be eligible to be designated a beneficiary under the U.S. Generalized System of Preferences. Every year the U.S. Department of Labour produces a list of goods produced with child labour and/or forced labour and uses it as a basis for trade negotiations, and other economic-development cooperation engagements with the Zimbabwe Government

On the other hand, the World Health Organisation Framework Convention on Tobacco (WHO-FCTC) has widened its discourse beyond health aspects to include human rights, specifically child labour issues in the upcoming Conference of Parties (COP 10) scheduled for Panama in November, 2023.



## LOOKING AHEAD

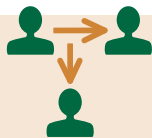


### STRENGTHENING COORDINATION MECHANISMS

The Ministry's next steps are to strengthen the planning and monitoring mechanism for the various programmes and activities towards the elimination of child labour. The Ministry is focused on establishing a National Steering Committee to reinforce the efforts and resource mobilization on the elimination of child labour.

### INCREASE LABOUR INSPECTIONS

The Ministry intends to continuously work to build the capacity of labour inspectorate system and other enforcement agencies like the NECs to conduct inspections on child labour, including monitoring issues of hazardous work for children above the age of sixteen (16) in line with the Labour Act. The Ministry has within its strategic plan for 2023 increased the target for labour inspections.

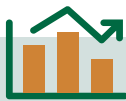


### REFERRAL MECHANISM

The Ministry's goal is to maximise on the strengths of the two (2) relevant departments of Labour and Social Welfare towards the prevention and mitigating of child labour, by enhancing the Referral Mechanism between the two departments in dealing with child labour cases.

### ENHANCING SOCIAL PROTECTION TOWARDS THE ELIMINATION OF CHILD LABOUR

It is the Ministry's aspirations to continue investing in improving children's access to social protection services, particularly the vulnerable and children in 'hard to reach places'. The Ministry is working towards increasing the scope and coverage of relevant Social Protection to the children and their households world-wide.



### DATA

The Ministry recognises the importance of data so as to inform evidenced based, human centred and needs based policies and interventions on child labour. It is pertinent for the Ministry together with ZIMSTAT to periodically undertake labour force and child labour surveys, as well as targeted sector specific surveys.

### AWARENESS RAISING

The Ministry's goals is to raise awareness on child labour to all sectors, particularly the key economic sectors. This includes taking advantage of the ongoing outreach initiatives such as the Career Guidance and Counselling conducted in schools and Agricultural Shows. Our intention is to work closely with the Associations of key economic sectors such as the tea, agricultural, sugarcane, mining and tobacco sector, so as to raise awareness on child labour and its negative implications.





In 2023, The MOPSLSW will also focus on establishing a Child Labour Unit (CLU) with ECLT Foundation's technical and financial support. It is expected that the CLU will spearhead the implementation of the MOU workplan and act as a Secretariat of the National Steering Committee on Child Labour (NSC). The unit will also advise Government, business, and communities on child labour issues. Most importantly, the CLU will coordinate stakeholder actions against child labour and report on progress internally and externally.

The investment in the creation of CLU is necessary considering the increasing conflation of child labour with international trade issues targeting export commodities such as tobacco, horticulture and minerals. Moreover, the urgency to form a CLU is informed by the impending deadline for achieving SDG target 8.7 by 2025, and the need to implement the Durban Call to Action and the expectations of stakeholders such as ILO, social partners, and other development partners to be updated about the work of the Government of Zimbabwe on child labour on an ongoing basis.

**Looking beyond 2023, the MOPSLSW is participating in consultations on the future pilot collective action project funded by ECLT.**

The project aims to implement collective action to prevent and remediate child labour in selected agricultural communities in Zimbabwe. The project will be aimed at child labour prevention and remediation at community level, and will be implemented in agricultural areas, with involvement of the Government of Zimbabwe, TIMB, the Tobacco Working Group on Child Labour (TWCL) and other collaborating partners who are expected to take active roles in its design and implementation under public private partnership arrangements.

The proposed collective action project, by establishing a referral mechanism between social services and private sector actors, and improving children's access to a wide range of remediation services, will contribute to the realization of all six commitments of the [Durban Call to Action](#), namely:

- Accelerate multistakeholder efforts to prevent and eliminate child labour, with priority given to the worst forms of child labour, by making decent work a reality for adults and youth above the minimum age for work.
- End child labour in agriculture by allocating sufficient resources to ensure routine labour inspections are conducted in the sector.
- Strengthen the prevention and elimination of child labour, including its worst forms, forced labour, modern slavery and trafficking
- Realize children's right to education and ensure universal access to free, compulsory, quality, equitable and inclusive education and training.
- Achieving universal access to social protection.
- Increasing financing and international cooperation for the elimination of child labour and forced labour.







This inaugural report has been produced under the Memorandum of Understanding between the Ministry of Public Service, Labour, and Social Welfare of Zimbabwe and the ECLT Foundation.



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