

# **Landscape Analysis of Skills Development and Career Education for Employability of Adolescents and Young People in Zambia**

## **Final Report**

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# 1. INTRODUCTION

## 1.1. About the assignment

Genesis Analytics was commissioned by UNICEF Zambia to undertake a landscape analysis of skills development and career education for employability of adolescents and young people in Zambia. This assignment commenced with a kick-off meeting on 24 January 2022 and will be finalized by the end of September 2022.

The need for the landscape analysis was derived from the recognition that young people between ages 10 and 24 years face binding constraints that prevent them from developing foundational, transferable and employability skills that would prepare them for the twenty-first century world of work. Low school completion rates and poor quality of education have resulted in a skills deficit among youth,<sup>1</sup> which the Government of the Republic of Zambia has committed to addressing.

Zambia is now looking to invest in skills development and career education to generate qualified labour force among its population, increase economic output and accelerate diversification of industries to achieve the country's overall goal of becoming a prosperous middle-income country by 2030. To cover the substantial increases in skills development programmes and career education programmes, which will be required to achieve the 2030 mission, the Government is looking to develop a National Skills Framework.

This assignment is an important milestone towards this goal. Firstly, the assignment provided a comprehensive analysis of the existing challenges, policy environment and programmes that relate to skills development and career education, followed by areas of opportunity. Secondly, it provided a comprehensive report on the transition from school to work in Zambia, the needs and hopes of young people and the challenges facing out-of-school young people in particular. Finally, it provided

## 1.2. About the landscape analysis report

The purpose of the landscape analysis report is to bring all of the separate components of the assignment into one place. This is necessary to ensure that stakeholders have an accessible overview of the research conducted and how conclusions have been reached. In particular, the landscape analysis will guide participants of an upcoming workshop where the objective is to prioritize the portfolio of solutions and provide a steering committee with actionable recommendations on how to carry the solutions forward.

The landscape analysis utilized a mixed methods approach and triangulated findings from a range of data sources. This included a wide range of secondary data including global statistical databases, grey literature, academic papers and policy documents. This also included significant primary data collection, with key informant interviews taking place with 40 organizations including government ministries and agencies, development partners, civil society organizations, training and academic institutes, and private sector stakeholders. Furthermore, 48 focus group discussions were held with provincial and district staff, young people, and teachers and parents in three representative provinces: Mansa, Choma and Lusaka.

A full detailed list of the sources, methods, tools, analysis and recommendations, the reports upon which this overarching report is based, has been made available below:

- [Inception report.](#)

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<sup>1</sup> MoGE (2018) Education Sector Analysis. Ministry of Education: Lusaka.

- [High-level dashboard and mapping report.](#)
- [Youth report.](#)
- [Portfolio of solutions and roadmap report.](#)

The remainder of this report is structured as follows:

- **The evidence base.** This section assesses the strands of evidence that have been triangulated to allow for the production of the portfolio of solutions and roadmap. Each is laid out in turn.
- **Statistical dashboard.** The statistical dashboard presents key indicators across the skills development and career education ecosystem, thus benchmarking the performance of Zambia against comparator countries.
- **Initiative mapping.** The initiative map plots skills development and career education initiatives onto a physical map of Zambia. It divides them by target demographic, target age and thematic area.
- **The voice of youth.** The views of young people in the assignment are heard in this section. These are structured according to their views on four opportunity pathways.
- **Portfolio of solutions.** The portfolio of solutions has been identified based on gaps and opportunities identified in the evidence base i.e., the dashboard, initiative map and youth inputs. Solutions are divided into three broad categories: initial priorities, systemic interventions and ecosystem coordination.
- **Roadmap to developing a National Skills Framework.** The roadmap provides practical details of how the portfolio of solutions can be translated into a skills framework which can be adopted by the Government of Zambia and other non-governmental actors.

## 2. THE EVIDENCE BASE

This section assesses the strands of evidence that have been triangulated to allow for the production of the portfolio of solutions and roadmap. This includes a statistical dashboard, initiative map and inputs from young people. Each of these components will be discussed through the course of this chapter.

### 2.1. Statistical dashboard

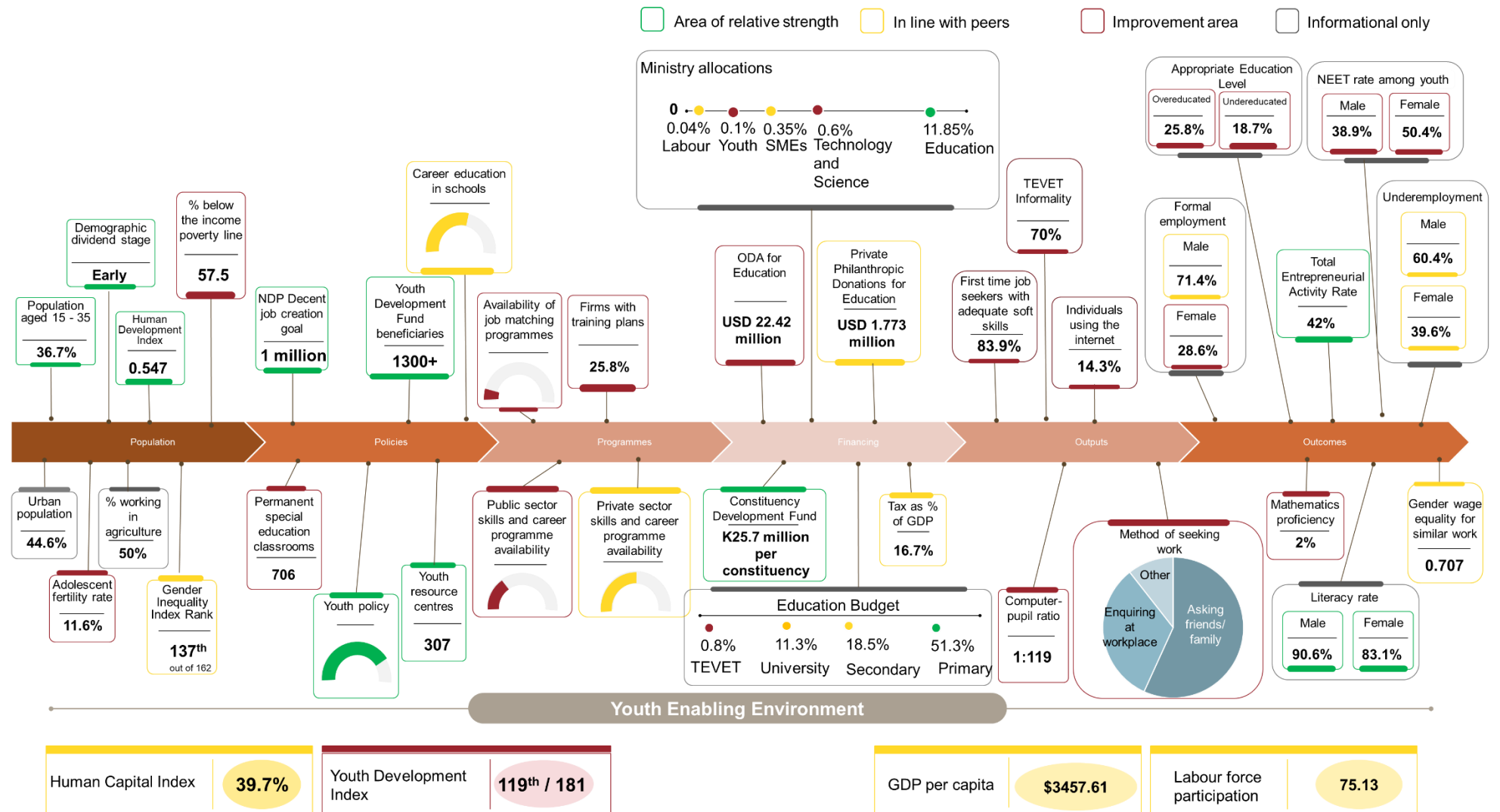
The statistical dashboard is designed to provide a highly visual snapshot of the status of youth ecosystem in Zambia. It achieves this by focusing on different elements that include population dynamics, policies, programmes and financing issues, and the outputs and outcomes that are achieved for the youth. It is designed to collate disparate indicators into one place to satisfy the attention of stakeholders with differing focus areas within the skills development and career education space.

Whilst there is a recognition that there are many important areas in the Zambian youth ecosystem which require support and investment, a key element of the assignment is a prioritization exercise where the areas where impact is likely to be greatest are highlighted and solutions are designed around these problems. Thus, the purpose of the dashboard is to rapidly highlight in which areas Zambia is underperforming relative to benchmarks, in line with benchmarks, or performing better than expected. This helps to narrow the focus of research and dialogue going forward regarding the interventions and investments needed to improve the youth skills and career development landscape in Zambia.

If Zambia performed significantly worse than the average of these comparator countries, the indicator would be colour coded 'red'; if Zambia performed similarly to the average i.e., as expected, the indicator would be colour coded 'yellow'; if Zambia performed significantly better than the average, the indicator would be colour coded 'green'. If indicators are informational only, meaning they are not subjected to an evaluation judgment, they are coloured 'grey'.

An exploration of each indicator in the dashboard, alongside sources for each indicator, can be found in the [high-level dashboard and mapping report](#).

Figure 1: Statistical dashboard of the skills development and career education ecosystem





**Figure 2: Analysis of dashboard indicators****Population indicators**

**Zambia has one of Africa's youngest populations.**<sup>2</sup> According to Zambia's National Youth Policy, youth are defined as those between 15 and 35 years of age.<sup>3</sup> Around 36 per cent of Zambia's population is between the ages of 15 and 35 years. **Error! Reference source not found.** Zambia is a pre-demographic dividend nation, and in order to reap the demographic dividend (i.e., experiencing rapid economic growth as a result of a decline in birth rates and the subsequent "youth bulge"), Zambia needs to reduce its fertility rate to create an age structure with more productive working individuals than young and elderly dependents. The adolescent fertility rate of 11.6 per cent means that 11.6 per cent of live births in Zambia are to mothers between the ages of 15 and 19 years. This rate is higher than comparable Sub-Saharan African nations, such as Kenya, Botswana and Senegal,<sup>4</sup> and not only could it be a barrier to Zambia capturing the demographic dividend, but also it suggests adverse social factors that are causing young girls to become pregnant in their adolescence and prior to entering the labour market.

**Zambia's Human Development Index (HDI) of 0.547 puts the nation in the medium human development category.** This is above the Sub-Saharan average HDI value. The HDI is made up of three indicators: life expectancy at birth, mean years of schooling and Gross National Income (GNI) per capita. A life expectancy at birth of 63.9 years is better than the Sub-Saharan average, and 11.5 expected years of schooling is in line with regional comparators and indicates that most Zambians are expected to complete secondary school. When looking at gender specifically, the Gender Inequality Index Rank of 137<sup>th</sup> out of 162 countries places Zambia similarly to Sub-Saharan African comparators. However, such a low absolute ranking suggests that more can be done to enhance gender equality in Zambia.

**Approximately 50 per cent of Zambians work in agriculture.** This cannot uniformly be declared a positive or negative outcome. This assessment depends on the relative productivity of this agriculture. If the agriculture is primarily subsistence agriculture, this suggests the dominance of a relatively unproductive form of agriculture, and Zambia ought to seek more effective forms of production. However, as data on subsistence farming is not available, it is difficult to make this assessment. Thus, in our continued research and stakeholder engagements, we will seek to understand the nature of the agriculture that half of Zambians are employed in. In terms of youth employment by industry, 61.5 per cent of Zambian youth work in services, while 22.5 per cent work in agriculture, forestry and fishing.<sup>5</sup> The majority of those involved in services are involved in sales work. The areas that have been identified as potential areas for growth of productive employment are finance, agro-processing, transport, ICT, and formal wholesale and retail trade.<sup>6</sup> Thus, although there are already many young people working in sales, there does appear to be a lack of young people currently working in most of the high-potential industries, which suggests some barrier, whether it be on the demand or supply side. The exact nature of these barriers will be explored in ongoing stakeholder consultations.

**A worrying statistic is that 57.5 per cent of Zambians live below the poverty line.** This paints a bleak picture for the youth, as intergenerational poverty often perpetuates due to a lack of resources and opportunities during childhood and adolescence. Our landscape analysis will further investigate the impact of poverty on the youth of Zambia and the ways that the unique challenges faced by poor, young Zambians can be addressed.

**Policy indicators**

**From initial research, Zambia appears to have a promising policy landscape in terms of youth empowerment and engagement.** The Ministry of Youth, Sport and Arts' primary intervention is the running of youth skills development centres across Zambia.<sup>7</sup> There are 307 registered youth resource centres nationwide, 25 of which are run by the Ministry of Youth, Sport and Arts itself, which provide training in life skills, basic technical skills and entrepreneurship, with a focus on school drop-outs and school leavers.<sup>8</sup> More could be done to improve the efficacy of these centres: the distribution of centres is not responsive to the differing needs of the regions. For instance, certain regions may have higher unemployment or higher rates of school drop-outs but would have the same number of resource centres as an area with lower unemployment. Moreover, these centres lack sufficient funds to carry out all of their operations.<sup>9</sup> The Ministry of Technology and Science has taken on a large portion of skills development programmes since its inception, including the running of Technical Education and Vocational Training Authority (TEVETA), the authority in charge of technical and vocational training, as well as conducting various skills training programmes for youth. These programmes will be explored in more detail later in this section, as well as in sections that follow.

<sup>2</sup> Dino Merotto. (2017). Jobs Diagnostic Zambia – World Bank Jobs Series, Issue No. 7, Volume 1: Analytics. Available at: <https://openknowledge.worldbank.org/bitstream/handle/10986/27008/115810-7-6-2017-15-54-3-ZambiaJDWEB.pdf>

<sup>3</sup> Zambian Ministry of Youth and Sport. (2015). 2015 National Youth Policy.

<sup>4</sup> World Bank Group. (2019). Available: <https://data.worldbank.org/indicator/SP.ADO.TFRT?locations=ZM>

<sup>5</sup> Ministry of Labour and Social Security & Zambia Statistics Agency. (2020). Labour Force Survey.

<sup>6</sup> Anand Rajaram et al. (2022). Addressing youth unemployment through industries without smokestacks: A Zambia case study. AGI Working Paper #42

<sup>7</sup> Haroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>8</sup> TEVETA (2021) Public Notice of Registered Training Institutions. TEVETA: Lusaka <https://www.teveta.org.zm/archive/downloads/1632226896.p>

<sup>9</sup> Ibid.

**The Youth Development Fund, which provides loans and grants to youth-led small- and medium-sized enterprises have provided funds to over 1,300 youth groups since 2012.** However, many of these loans have not been repaid and there is a lack of monitoring and evaluation on the overall efficacy of this fund.<sup>10</sup> In our upcoming stakeholder engagements, we will seek to gather information on whether the YDF has been a valuable intervention, and what changes can be made to improve its impact as well as improve rates of loan repayment.

**The Industrialization and Job Creation Strategy (IJCS) was adopted by the Ministry of Commerce, Trade and Industry with a focus on the creation of one million decent jobs by 2016.** While this policy is not specifically focused on youth, providing skills to youth and getting young people into decent forms of employment will be crucial to realizing this goal. The IJCS identified the four growth sectors for job creation as agriculture, manufacturing, construction and tourism. However, the IJCS lacks a comprehensive implementation plan for the creation of these jobs.<sup>11</sup> The Zambian Government has partnered with the World Bank for the Let's Work Partnership. The World Bank will be providing assistance in implementing the IJCS with a focus on creating linkages between large firms and small- and medium-sized enterprises in agro-processing, transport, warehousing and logistics.<sup>12</sup>

**Since 1970, all secondary schools in Zambia have been required to appoint "guidance and counselling teachers" to facilitate the career education of the learners at their schools.**<sup>13</sup> However, in the decades since, the unit in charge of career education (the School Guidance Services Unit) has seen its mandate to include HIV/AIDS education, life skills and general counselling, which may have contributed to a reduced focus on career guidance. Further, guidance and counselling teachers also have a full timetable of teaching. This alongside a lack of ongoing continuous professional development has left teachers ill-equipped to assist learners with career education. An important part of our analysis going forward will be creating a deeper understanding of the challenges faced by the career education departments within schools, and how to improve the quality of career education to which young Zambians currently have access.

**Nationally, there are only 706 permanent special education classrooms.**<sup>14</sup> Although there is little to no data on the number of students with disabilities in Zambian schools, estimates from 2009 suggest that there were at least 59,591 students with intellectual disabilities in Zambia.<sup>15</sup> Thus, even without taking into account learners with different types of disabilities, that would mean that there are 84 disabled students for every 1 special education classroom. This is clearly not conducive to inclusive learning, particularly for those students who regularly require additional attention and assistance. There are also vast differences by location: Muchinga Province and Eastern Province each only have one permanent secondary school special education classroom.<sup>16</sup> Thus, there is clearly a need for greater resources to be directed towards the education of students with disabilities both universally and in areas of specific need.

### Programmatic indicators

**In the implementation of Zambia's extensive youth policy landscape, there are a variety of programmes aiming to further youth opportunity and empowerment. This section of the dashboard provides a snapshot of the programmatic environment, rather than an exhaustive overview. This complements that mapping of the programmatic environment is found in the sections that follow.** The above figure gives a breakdown of how many programmes exist in the private and public sector in key thematic areas namely, technical and vocational skills, digital skills, foundational skills, entrepreneurship, and the school-to-work transition and career education. Across all areas, there are more private than public programmes. Digital skills and the school-to-work transition and career education are particularly weak areas, with only 13 and 11 programmes in total nationally in each respective area. It is unlikely that the lack of programmes is a result of lack of interest. The Zambian Government has repeatedly noted the importance of digital skills. For instance, integrating ICT into all major sectors is one of the goals emerging from Zambia's 7<sup>th</sup> National Development Plan.<sup>17</sup>

**Through our scanning of the programmatic environment in Zambia, no job matching programmes or platforms were found.** This further indicates the lack of resources for young Zambians attempting to make career plans, or to find jobs that match their interests and skill sets. A lack of these programmes is likely to result in longer transition times between education and employment, and among those who do find employment, can result in a low degree of job satisfaction due to a mismatch between their employment and their longer-term goals for their career.

**Only 25.8 per cent of firms have training plans for the employees.** This indicates that there are few opportunities for young Zambians to formally learn skills on the job. This is worrying, as even the best education systems often struggle to impart real-world skills on its graduates. Thus, young Zambians are left to either teach themselves, or make more informal learning arrangements in the workplace,

<sup>10</sup> Ministry of Science and Technology. (2017) Skills Development Fund Manual. Available at: <https://www.mohe.gov.zm/download/Frameworks-Guidelines-Operational-Manuals-and-Other-Documents/Skills-Development-Fund-Operations-Manual-March-2017.pdf>

<sup>11</sup> Ibid.

<sup>12</sup> Ibid.

<sup>13</sup> Christopher Banda. (2016). An Assessment of Teachers' Competences in Career Guidance in Selected Schools in Solwezi District, Zambia.

<sup>14</sup> Ministry of Education. (2019). Educational Statistical Bulletin 2019.

<sup>15</sup> Morgan Chitiyo & Florence Muwana. (2018). Positive Developments in Special Education in Zambia and Zimbabwe. *International Journal of Whole Schooling*. 14(1):93-115.

<sup>16</sup> Ministry of Education. (2019). Educational Statistical Bulletin 2019.

<sup>17</sup> Zambia Information and Communications Technology Authority (ZICTA). (2018). 2018 National Survey on Access and Usage of Information and Communication Technologies by Households and Individuals

which can often be overwhelming and cause the quality of work to suffer. This could also have negative impacts on their career progression – if workplaces are not making formal attempts to further skills their employees, it may be difficult for young Zambians to seek more senior positions or alternative employment without generic or individualized skills development pathways.

### Financing indicators

**An important part of successfully implementing policies and programmes to empower youth is the financing behind it.** Zambia collects taxes equivalent to 16.7 per cent of its GDP, which is in line with comparison countries in the region. In terms of line ministry allocations, the Ministry of Education receives a greater proportion of public funds than other youth-concerned ministries, such as the Ministry of Labour and Social Security, and the Ministry of Youth, Sport and Arts. While this makes intuitive sense – funding schools is often expensive and requires coverage of almost the entire population – other ministries tend to have more targeted programmes. However, one of the major issues highlighted across government programmes, such as the youth development centres, is a lack of adequate funding for effective services. Thus, a budget allocation higher than 0.1 per cent of the national budget is likely needed to improve the efficacy of these ministries' interventions.

**Within the education budget, the majority of the budget goes towards primary education,** which correlates with the assumption that the majority of children will complete primary education. However, with fewer completing each subsequent level of education, this may result in a lack of resources to support the learning of students at higher levels of education. For instance, TEVET, which only receives 0.8 per cent of the total education budget, has often been plagued by a lack of capacity and resources to match the demand for its services. Further, this may also be a self-fulfilling cycle in which minimal funding leads to relatively low-quality service delivery, and that lower quality Technical and Vocational Education and Training (TVET) attracts fewer students. A step change in funding is required to rapidly increase quality and allow TVET to play its role as a significant part of the national education landscape.

**There is also significant private funding for education.** Over US\$22 million was afforded to Zambia in the form of Official Development Aid (ODA), while a further US\$1.77 million was donated through private philanthropic organizations.

**The Constituency Development Fund (CDF) is another funding option open to young Zambians,** which has recently received a large increase in funding, with the New Dawn Government increasing the budget for the Cons from K1.6 million per constituency to K25.7 million per constituency.<sup>18</sup> The CDF is a fund from parliament for local projects which serve community development aims. The CDF has the explicit mandate to prioritize funding of projects by youth, women, people with disabilities and other vulnerable people. Twenty per cent of the fund is thus reserved for youth and women empowerment, with further funds available for bursaries for secondary schooling and skills development.<sup>19</sup>

### Output indicators

**The majority of young Zambians rely on asking their friends and family to seek work opportunities.**<sup>20</sup> This finding comes from the International Labour Organization's (ILO) School-to-Work Transition Survey (SWTS) and labour demand enterprise survey, where 3,200 youth and 475 enterprises were interviewed on various issues relating to the school-to-work transition and the demand for skills in Zambia. This is a further illustration of the lack of formal job matching platforms in Zambia. Such a status quo is problematic because it means that young people without good connections may struggle to find employment, reinforcing a cycle of inequality. Those who have connections are more likely to be wealthier and from urban areas, while poorer, rural Zambians struggle to find appropriate jobs.

**Zambia's net enrolment for primary schooling is high for men and women – but these net enrolment rates fall dramatically for all subsequent levels of education.** Less than a third of Zambian boys and girls are enrolled in secondary schooling, which suggests that there are additional demand-side barriers that make it more difficult to stay in school once these students reach secondary level, compared to primary education. But these lower net enrolment rates may also be reflective of the supply-side issues resulting from lower funding for secondary and tertiary education. This may mean that pupils do not get the support they need to remain in school. It may also reflect cultural and societal norms around the value of higher levels of education or a socioeconomic imperative to begin working early. These attitudes as well as the impact of the differences in funding will be investigated further as further research and stakeholder consultations are conducted.

**Only 83.9 per cent of first-time job seekers have soft skills.**<sup>21</sup> This means that almost one fifth of first-time job seekers are evaluated by employers to not have adequate soft skills. Soft skills are particularly important as they represent the ability to communicate with others effectively, critical thinking as well as team work abilities. Without adequate soft skills, it would be difficult for an employee to effectively contribute to a workplace. Thus, a lack of soft skills among over 16 per cent of first-time job seekers suggests the need to formalize the teaching of these skills in the education system and to make these skills a priority.

<sup>18</sup> Lusaka Times. (2021). Constituency Development Fund increased from K1.6 million to K25.7 million per constituency. Available at: <https://www.lusakatimes.com/2021/10/29/constituency-development-fund-increased-from-k1-6-million-to-k25-7-million-per-constituency/>

<sup>19</sup> Ibid.

<sup>20</sup> Francis Chigunta, Ngosa Chisup & Sara Elder. (2013). Labour market transitions of young women and men in Zambia. Available at: [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_230748.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_230748.pdf)

<sup>21</sup> Zambia Statistics Agency. (2020). National Skills Survey.

**Only 14.3 per cent of Zambians use the internet.** A lack of widespread uptake of the internet has been attributed to the high cost of devices and internet services.<sup>22</sup> Despite the 7<sup>th</sup> NDP including goals to increase information and communications technology (ICT) in schools, little information is available on the status of the implementation of digital skills training. This is because no information is available on student enrolment and graduate disaggregated by program type.<sup>23</sup> However, it is unsurprising if the computer-to-pupil ratio is 1:119 that students struggle to learn digital skills and thus do not use the internet in their everyday lives.

### Outcome indicators

**The Total Entrepreneurial Activity (TEA) rate is at 42 per cent among young people between the ages of 18 and 35 years in Zambia.** The TEA rate measures the percentage of the adult population who are in the process of starting, or who have just started a business.<sup>24</sup> While this is positive as it indicates a high degree of entrepreneurship among Zambian youth, a deeper analysis into the nature of these businesses is needed: are they simply survivalist and do the businesses remain open for longer than a year? This will then provide a better picture of whether job-creating businesses are being started, or whether entrepreneurship is simply used as a means to survive when no other viable employment exists.

**In the 2017 Programme for International Student Assessment (PISA) of 15-year-olds, only 2 per cent of pupils were proficient in baseline mathematics skills.**<sup>25</sup> One of the key contributors to poor development of foundational skills is the overcrowding of classrooms, especially in the early grades.<sup>26</sup> A lack of classroom space combined with the difficulty of managing a large number of children means that teaching time is much lower than the mandated teaching time for all grades from Grade 1 to Grade 12.<sup>27</sup> Thus, it is easy to see how a poor foundation of basic mathematics and reading skills from the early grades can make it difficult for learners to catch up later on, and thus contributes to the poor status of foundational skills in Zambia. Despite these struggles, 90 per cent of men and 83 per cent of women in Zambia are literate. These are high rates compared to many other Sub-Saharan African countries.

**Almost 40 per cent of young men and 50 per cent of young women are Not in Employment, Education or Training (NEET).** This illustrates the gendered nature of unemployment in Zambia, with women facing greater challenges than men in finding employment. This also illustrates the challenges in the school-to-work transition, as these figures show that half of women and 38.9 per cent of men struggle to find employment or further education and training opportunities, after leaving the schooling system. Of those who are employed, only 28.6 per cent of the formal labour force are women. This shows either an absence of formal employment opportunities for women, or low take-up from women. This may also be a reflection of lower female enrolment in education from secondary schooling onwards, compared to men, resulting in a lower skill level and thus more challenges in finding formal employment. This will be investigated further in subsequent phases of this project.

**Youth who are able to find employment do struggle to find employment appropriate for their skill level with 25.8 per cent being overeducated for their position and 18.7 per cent being undereducated for their position.** Undereducation reflects a lack of access to skills training and education, which results in lower productivity than if that worker had received adequate education and training. This can also result in negative self-esteem for those workers, who may struggle to do work that they are not qualified for. Conversely, overeducation reflects a lack of skilled positions available for young people, and the difficulty that many young Zambians face in finding employment that matches their qualifications.<sup>28</sup> Thus, these individuals are often forced to take up jobs that they are overqualified for, hindering their long-term career plans, as well as job satisfaction. This mismatch reflects two issues: first, the education system is not aligned with the labour market in terms of the skills it provides to graduates, compared to the skills required by firms. The second issue is that of career planning and job matching.

**Around 60 per cent of men and 40 per cent of women are underemployed.** This means that the majority of men and a large proportion of women who are employed would be willing to work more than they currently are. This is likely a reflection of informal or erratic employment, which does not provide predictable hours for workers. It may also reflect individuals taking on jobs in the informal sector to make a living, but not having a single job that necessarily aligns to their own goals and financial needs. Therefore, it is a further indication of the lack of career education and guidance that can make it difficult for individuals to adequately plan their education and career pathways to attain employment that meets all of their needs.

**Finally, Zambia's gender wage equality indicator is 0.707, where 1 represents absolutely equal pay between men and women working in a similar position.** This score puts Zambia 42<sup>nd</sup> in the world, in line with comparator countries in Sub-Saharan Africa.

<sup>22</sup> Zambia Information and Communications Technology Authority (ZICTA). (2018). 2018 National Survey on Access and Usage of Information and Communication Technologies by Households and Individuals.

<sup>23</sup> Zambia Information and Communications Technology Authority (ZICTA). (2018). 2018 National Survey on Access and Usage of Information and Communication Technologies by Households and Individuals.

<sup>24</sup> Francis Chigunta & Valentine Mwanza. (2012). Measuring and promoting youth entrepreneurship in Zambia. Available at: <https://api.taylorfrancis.com/content/chapters/oa-edit/download?identifierName=doi&identifierValue=10.4324/9781315730257-5&type=chapterpdf#:~:text=This%20further%20supports%20the%20view,intentions%20is%20high%20at%2058%25>.

<sup>25</sup> Organisation for Economic Cooperation and Development. (2017). Education in Zambia: Findings from Zambia's experience in PISA for Development.

<sup>26</sup> The Ministry of Education and Ministry of Higher Education. (2016). Education and Skills Sector Plan 2017 – 2021.

<sup>27</sup> The Ministry of Education and Ministry of Higher Education. (2016). Education and Skills Sector Plan 2017 – 2021.

<sup>28</sup> International Labour Office. (2013). Labour market transitions of young women and men in Zambia. Available: [http://ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_230748.pdf](http://ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_230748.pdf).



Therefore, despite the challenges for women in the labour market discussed up until this point, it does appear that once women attain formal employment, they are likely to be paid similarly to their male counterparts.

## 2.2. Initiative mapping

The initiative map is a geographical representation of which stakeholders exist in the skills development and career education ecosystem in Zambia. It is important to uncover which stakeholders already exist to ascertain what is already been done and where gaps in the ecosystem lie.

This map has been generated using Microsoft Power BI and a link to the map with options to filter the data according to interest, is available via [this hyperlink](#).

Examples of the mapping have been included here in screenshot format. The size of the bubbles indicates the number of youths reached in each area, and the colours represent either target demographic, target age or thematic area, depending on the filter selected.

**Figure 3: Programmatic reach by target demographic**

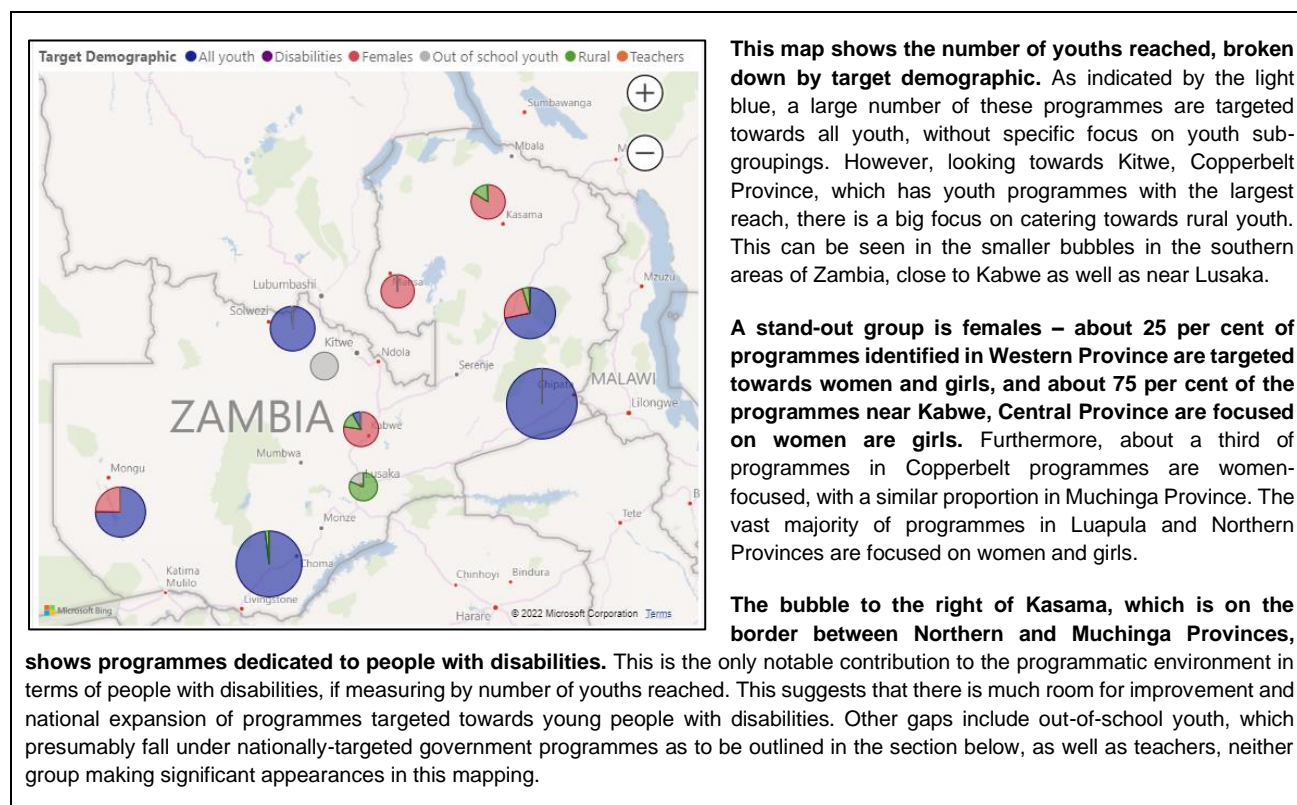
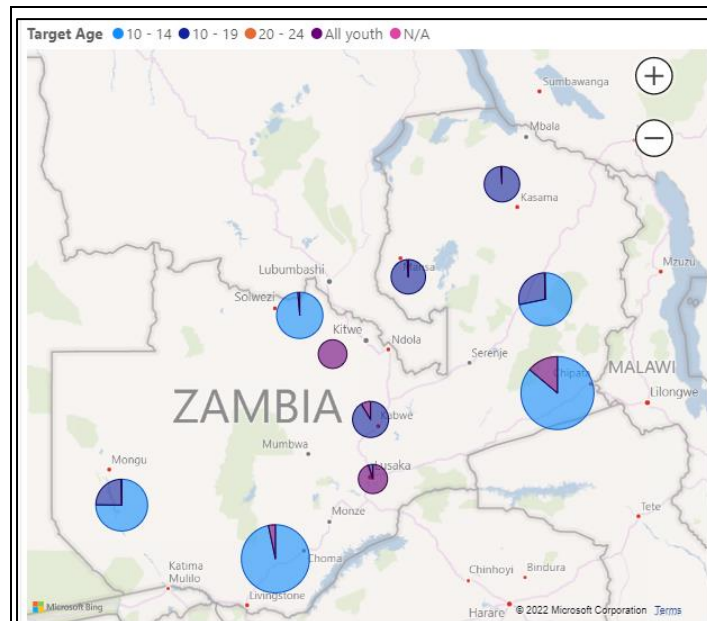
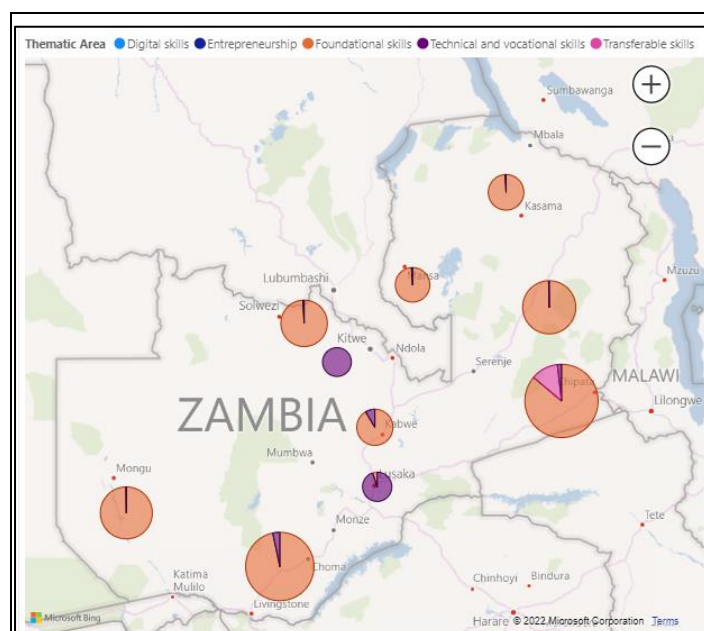


Figure 4: Programmatic reach by target age



The map shows the same programmatic landscape, broken down by the age of youth targeted by the programmes. Across five areas, illustrated by the light blue, the 10–14 years age group is primarily targeted by the mapped initiatives. The smaller, dark blue bubbles around Lusaka, Kabwe, Luapula Province, Kasama and Muchinga Provinces, as well as the quarters of the bubbles near Muchinga and Eastern, as well as near Mongu, are targeted to youth between 10 and 19 years of age. Three purple bubbles and the sliver of the bubble near Chipata illustrate programmes targeted towards young people more generally, regardless of age. The largest gap in this area is therefore among young people from 20 years onwards, who are not served as well as the younger age groups.

Figure 5: Programmatic reach by thematic area



While mostly school-aged young people are targeted by the programmatic environment, this map illustrates through the prevalence of purple across most of the bubbles, that the majority of programmes focus on providing foundational skills in Zambia. Thus, it is fairly clear that the programmatic environment focuses on basic schooling and school aged children. The next most prominent thematic area is technical and vocational skills, represented by the yellow segments of the bubbles. This is particularly prominent in Copperbelt, Central and Lusaka Provinces, which are some of the most populous and economically active provinces. The small pink sliver indicates a focus on education in the general sense, while the light purple near Chipata indicates a focus on social impact in the programmes conducted in that area. Only in the Copperbelt Province area are digital skills a big focus, representing about a third of the largest bubble. Although this indicates great reach, it does raise concern that only youth in that area are accessing digital skills programmes. Entrepreneurial skills are virtually non-existent on this map, suggesting a need to advance these programmes across the

country.

## Key Lessons

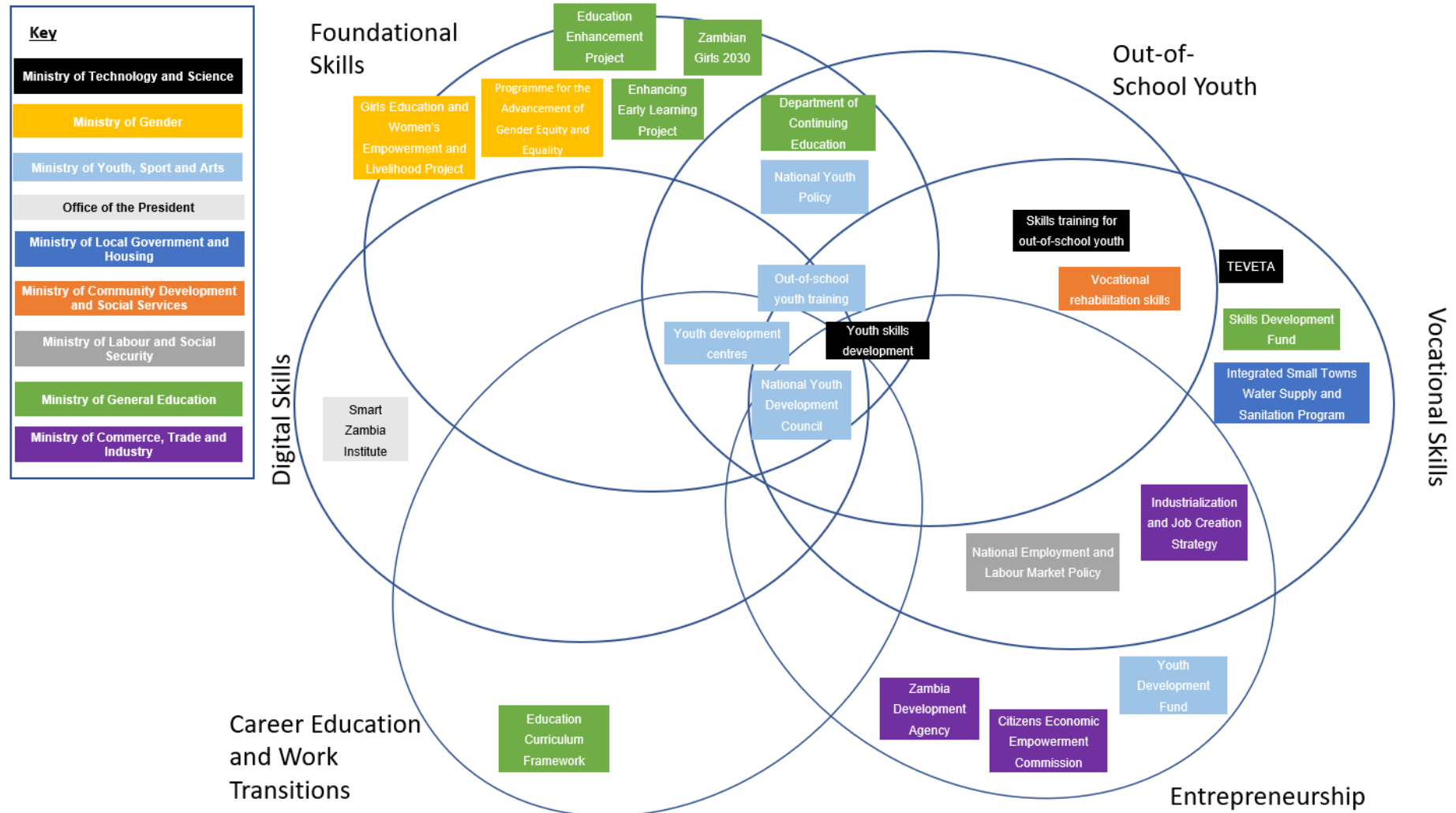
Programmes are clustered around main hubs, with fewer programmes in more remote or rural areas.

Programmes for youth in Zambia are primarily focused on foundational skills, targeting school-aged children. Thus, a major gap in the environment can be found in relation to older youth. Young people with disabilities and out-of-school youth are also an under targeted demographic.

The most funding for programmes as well as the largest reach comes from development partners.

The second component of the initiative mapping zooms in on the role of government stakeholders specifically, demonstrating where government policies and programmes are focused in the skills development and career education ecosystem. More information about each of these initiatives is found in the full report.

**Figure 6: Mapping Government's role in the Zambian skills development and career education ecosystem**



**Figure 7: Government's role in detail**

**The above organogram illustrates the primary policies and programmes implemented by the Zambian Government aimed at improving youth skills.** Predictably, the Ministry of Youth, Sport and Arts and the Ministry of Education run the lion's share of youth-related policies and programmes. However, since the recent inception of the Ministry of Technology and Science, the new ministry has also begun taking on a large number of youth-focused, skills programmes, including taking over the running of TEVETA, the authority in charge of TEVET education in Zambia. For the Ministry of Youth, Sport and Arts, the key policy is the National Youth Policy.

**The 2015 National Youth Policy now includes a focus on employment, entrepreneurship and education, and has been brought into alignment with the sixth National Development Plan, the Industrialization and Job Creation Strategy, and various other sector-specific policies.**<sup>29</sup> As part of this revision, the National Action Plan on Youth Employment was adopted with the support of the ILO. The National Action Plan on Youth Employment sought to create a framework for effective support in designing, monitoring, and evaluating policies and programmes for youth employment and inclusive economic growth for Zambia. Part of this intervention includes combining scattered micro-interventions into cohesive approaches to particular labour market and economic issues.<sup>30</sup>

**The Ministry of Youth, Sport and Art has also created the National Youth Development Council to coordinate the various youth development programmes within the ministry.**<sup>31</sup> The Council operates through a grant from the ministry; however, the grant has seldom been sufficient to cover more than administrative costs. Thus, monitoring and coordination of youth programmes has not been realized due to this lack of funding and capacity.<sup>32</sup> This appears to be a common issue among government youth programmes, as will be discussed in the sections that follows. Despite the existence of many bodies and policies to provide services to youth, there is often a lack of funding and capacity to fully implement and evaluate these programmes.

**There is a large degree of overlap, particularly in technical and vocational training and out-of-school youth training programmes, as at least five ministries are involved in programmes regarding these skills and this particular youth group.** While this could reflect ministries catering to different demographics and target groups, it may also reflect duplication of efforts and thus be an inefficient use of resources, and better coordination between ministries may be needed to avoid this.

**There is a lack of formal digital skills policy and programming in the public sector. While ICT is taught in schools, there are no further programmes to allow youth to upskill themselves in digital skills.** This is worrying, given the importance that ICT is likely to have in the labour market in the decades to come. This will be further investigated in the sections that follow.

**Digital skills implementation in the Zambian education system has been limited.** Despite the 7<sup>th</sup> NDP including goals to increase ICT in schools (under the mandate of the Ministry of Education), little information is available on the status of the implementation of digital skills training. This is because no information is available on student enrolment and graduate disaggregated by program type.<sup>33</sup>

**The Ministry of Education is the primary stakeholder involved in foundational skills development through its implementation of the schooling curriculum in primary and secondary schools.** Through the Department for Continuing Education's learning centres, night schools and the national correspondence college, the Ministry of Education also provides more informal education to youth who may have left school.<sup>34</sup> The Ministry also partnered with UNICEF to implemented the Zambian Girls 2030 programme, which sought to improve education and employment outcomes for Zambian girls.<sup>35</sup> The Enhancing Early Learning Project is a partnership with the World Bank which seeks to improve access to quality learning conditions in early childhood education<sup>36</sup>, similarly to the Education Enhancement Project which aims to improve the quality of teaching and learning conditions in primary and secondary schools. The latter programme has a particular focus on improving access to secondary education for girls.<sup>37</sup>

<sup>29</sup> H aroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>30</sup> Haroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>31</sup> Ibid.

<sup>32</sup> Ibid.

<sup>33</sup> Zambia Information and Communications Technology Authority (ZICTA). (2018). 2018 National Survey on Access and Usage of Information and Communication Technologies by Households and Individuals.

<sup>34</sup> <https://education.stateuniversity.com/pages/1703/Zambia-NONFORMAL-EDUCATION.html>

<sup>35</sup> Australian Council for Educational Research. (2021). End-line Evaluation Zambian Girls 2030 Programme (2016 – 2018). Final Evaluation Report.

<sup>36</sup> World Bank Group. (2022). Enhancing Early Learning Project. Available: <https://projects.worldbank.org/en/projects-operations/project-detail/P174012>

<sup>37</sup> World Bank Group. (2022). Education Enhancement Project. Available: <https://projects.worldbank.org/en/projects-operations/project-detail/P170513>



**The Ministry of Technology and Science and the Ministry of Youth, Sport and Arts both conduct out-of-school training for youth, however both ministries have a focus on technical and vocational skills, rather than foundational.** The fees structures applied at Ministry of Technology vocational centres are significantly higher than at their Ministry of Youth counterpart centres. This often translates into better quality equipment and training, and raises a concern about the ability of Zambia's poorest youth quintiles to afford the trainings. The Ministry of Youth, Sport and Arts is also the primary stakeholder behind the National Youth Policy, which has a particular focus on employment, entrepreneurship and education.<sup>38</sup>

**The Ministry of Gender has created programmes which aim to empower women and girls.** Both the Programme for the Advancement of Gender Equity and Equality in Zambia,<sup>39</sup> and the Girls Education and Women's Empowerment and Livelihood Projects focus on the reduction of inequalities through supporting girls' education.<sup>40</sup> This includes interventions to keep girls in school as well as encouraging stakeholders to better include women and girls in decision-making and access to opportunities and services.

**The Ministry of Technology and Science announced at the end of 2021 its intentions to train at least 10,000 young people by the end of 2022 in skills which will improve their employability and their ability to start their own businesses** – including digital skills.<sup>41</sup> The Office of the President is implementing the Smart Zambia programme, which seeks to promote and manage electronic government services and processes, something which requires digital skills advancement.<sup>42</sup> However, neither of these programmes are particularly wide-reaching, meaning that outside of the formal education system, there is little government involvement in digital skilling.

**The landscape of technical and vocational skills in Zambia is extensive.** The primary body focused on technical and vocational skills is the Ministry of Education, which is in charge of TEVETA as well as the Skills Development Fund, which is envisioned to be a sustainable source of funding for the public TEVETA system.<sup>43</sup>

**The Ministry of Youth, Sport and Arts' primary intervention is the running of youth skills development centres across Zambia.** There are 307 registered youth resource centres nationwide, which provide training in life skills, basic technical skills and entrepreneurship, with a focus on school drop-outs and school leavers.<sup>44</sup> The government also announced in early 2022 that youth resource centres would be expanded so that each district in the country has its own youth resource centre, and to improve the accessibility of the skills taught by these centres.<sup>45</sup>

**The Ministry of Technology and Science conducts vocational skills training for out-of-school youth at trades training institutes.**<sup>46</sup> Similarly, the Ministry of Youth, Sport and Arts, and the Ministry of Community Development and Social Services provide vocational training. The latter ministry targets women, disabled people, youth and unemployed adults in particular.<sup>47</sup> This suggests a certain degree of duplication, as three ministries are providing vocational training programmes and have a focus in these programmes on out-of-school youth. In partnership with the African Development Bank, the Ministry of Local Government and Housing implemented the Small Towns Water Supply and Sanitation Programme, which provided upskilling of locals in water and sanitation related services.<sup>48</sup>

**Although the Ministry of Education has mandated career education in schools since 1970, localized studies suggest that teachers are not adequately equipped to provide quality career education to their students.**<sup>49</sup> Career education at present is not a high priority agenda item in most schools and is often provided at fixed points in a learner's education career. Thus, career education tends to be more focused on whether learners ought to apply for university, or whether they ought to

<sup>38</sup> Haroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>39</sup> United Nations Development Programme (2018). Programme for the Advancement of Gender Equity and Equality in Zambia. Available:

<https://info.undp.org/docs/pdc/Documents/ZMB/Final%20Project%20Document-%20Programme%20for%20the%20Advancement%20of%20Gender%20Equity%20and%20Equality%20in%20Zambia.pdf>

<sup>40</sup> World Bank Group. (2022). Girls Education and Women's Empowerment and Livelihood Project. Available: <https://projects.worldbank.org/en/projects-operations/project-detail/P151451>

<sup>41</sup> Lusaka Times. (2021). Ministry of Technology and Science targets to train at least 10 000 youths by end of 2022. Available: <https://www.lusakatimes.com/2021/12/31/ministry-of-technology-and-science-targets-to-train-at-least-10-000-youths-by-end-of-2022/>

<sup>42</sup> SMART Zambia Institute. (2022). Available: <https://www.szi.gov.zm/>

<sup>43</sup> Ministry of Science and Technology. (2017) Skills Development Fund Manual. Available at: <https://www.mohe.gov.zm/download/Frameworks-Guidelines-Operational-Manuals-and-Other-Documents/Skills-Development-Fund-Operations-Manual-March-2017.pdf>

<sup>44</sup> TEVETA (2021) Public Notice of Registered Training Institutions. TEVETA: Lusaka <https://www.teveta.org.zm/archive/downloads/1632226896.p>

<sup>45</sup> Michael Kaumba. (2022). All Districts to Have Youth Resource Centers. Available at: <https://www.znbc.co.zm/news/all-districts-to-have-youth-resource-centers/>

<sup>46</sup> <https://education.stateuniversity.com/pages/1703/Zambia-NONFORMAL-EDUCATION.html>

<sup>47</sup> <https://education.stateuniversity.com/pages/1703/Zambia-NONFORMAL-EDUCATION.html>

<sup>48</sup> African Development Bank Group. (2016). Zambia – Integrated Small Towns Water Supply and Sanitation Program – Appraisal report. Available: <https://www.afdb.org/en/documents/document/zambia-integrated-small-towns-water-supply-and-sanitation-program-appraisal-report-93699>

<sup>49</sup> Christopher Banda. (2016). An Assessment of Teachers' Competences in Career Guidance in Selected Schools in Solwezi District, Zambia.

choose the academic over the vocational stream in school, rather than being focused on creating a broader, long-term plan to satisfy that learner's career goals.<sup>50</sup> The Zambia Education Curriculum Framework of 2013 requires all subject teachers to provide career guidance in respect to their subject. Moreover, the two-tiered education system requires teachers to assist learners in choosing an academic or vocational career pathway. Thus, the burden on teachers has become relatively large with little additional resources to support them in providing useful and actionable advice to their learners. Instead of one-on-one frank discussions on any given learner's interests and abilities and recommendations on career paths based on this, career education in Zambia has become another box to check off for already overburdened teachers. This helps to explain why many learners still leave school with little idea of what career they wish to pursue, and how to get there.<sup>51</sup>

**The Ministry of Youth, Sport and Arts runs youth development centres which provide training in life skills and entrepreneurship with a focus on school drop-outs and school leavers<sup>52</sup>** – while this may assist in the school-to-work transition, that is not the explicit mandate of these programmes. Overall, the government's involvement in career education and school-to-work transition is minimal and there is substantial room for improvement in these two areas.

**The Ministry of Technology and Science, Ministry of Youth, Sport and Arts, and Ministry of Community Development and Social Services all conduct programmes focused on skilling out-of-school youth with technical and vocational skills.** The Ministry of Education runs the Department for Continuing Education. This department is in charge of open learning centres, night schools and the national correspondence college, which aim to assist out-of-school youth and other adults seeking to further their education.<sup>53</sup> As noted above, there is a risk of duplication with many ministries running out-of-school youth training. Thus, evaluations are needed to assess the usefulness of each training programme and to either focus all efforts on scaling the most effective training programme, or look to pool knowledge and resources across ministries to coordinate their response.

**The landscape surrounding entrepreneurship is relatively extensive.** The Ministry of Labour and Social Security, the Ministry of Commerce, Trade and Industry, and the Ministry of Youth, Sport and Arts all have programmes and policies that place an emphasis on entrepreneurship. The Youth Development Fund provides funding to small- and medium-sized enterprises run by youth. This is similar to the Zambia Development Agency, which contains the Citizens Economic Empowerment Commission and seeks to give Zambian citizens access to finance, promote joint business ventures and skills development, albeit without an explicit focus on youth.

**The National Employment and Labour Market Policy (NELMP) was adopted in 2005 by the Ministry of Labour and Social Security.** While this policy is not explicitly targeted towards youth employment, the overarching goal of the policy is the creation of quality jobs under adequate conditions, with adequate pay, something which does concern youth entrants to the labour market.<sup>54</sup> The NELMP has not yet been fully implemented due to a lack of adequate resources.<sup>55</sup> The IJCS was adopted by the Ministry of Commerce, Trade and Industry with a focus to create one million decent jobs by 2016. In light of the IJCS, the Ministry of Labour and Social Security has begun reviewing the NELMP to bring it into closer alignment with the IJCS.<sup>56</sup> The IJCS identified the four growth sectors for job creation as agriculture, manufacturing, construction and tourism. However, the IJCS lacks a comprehensive implementation plan for the creation of these jobs.<sup>57</sup> The Zambian Government has partnered with the World Bank for the Let's Work Partnership. The World Bank will be providing assistance in implementing the IJCS, with a focus on creating linkages between large firms and small- and medium-sized enterprises in agro-processing, transport, warehousing and logistics.<sup>58</sup>

<sup>50</sup> Christopher Banda. (2016). An Assessment of Teachers' Competences in Career Guidance in Selected Schools in Solwezi District, Zambia.

<sup>51</sup> Christopher Banda. (2016). An Assessment of Teachers' Competences in Career Guidance in Selected Schools in Solwezi District, Zambia.

<sup>52</sup> TEVETA (2021) Public Notice of Registered Training Institutions. TEVETA: Lusaka <https://www.teveta.org.zm/archive/downloads/1632226896.p>

<sup>53</sup> <https://education.stateuniversity.com/pages/1703/Zambia-NONFORMAL-EDUCATION.html>

<sup>54</sup> Lusaka Times. (2021). Ministry of Technology and Science targets to train at least 10 000 youths by end of 2022. Available at: <https://www.lusakatimes.com/2021/12/31/ministry-of-technology-and-science-targets-to-train-at-least-10-000-youths-by-end-of-2022/>

<sup>55</sup> Ibid.

<sup>56</sup> Haroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>57</sup> Ibid.

<sup>58</sup> Ibid.

**Key Lessons**

The government policy and programmatic environment is highly fragmented, with concerns over the possibility of duplication, particularly in the areas around out-of-school youth, and technical and vocational skills.

There remain major gaps in relation to clear, effective digital skills policy as well as within the school-to-work transition.

## 2.3. The voice of youth

In order to make recommendations for skills development and career education for young people, it is critical to incorporate the voices of young people themselves, who understand their experience best. The perspective of youth is explored through four different ‘opportunity pathways’:

- Further education
- Formal employment
- Informal employment
- Entrepreneurship

Evidence will be generated regarding the pathways to work or further education available, and how young people view these pathways. Consideration of each of these pathways is critical to ensuring that the education system can adapt to cater for a variety of young people’s situations and ensure that out-of-school youth receive the support to successfully transition to one of these four pathways.

A total of 24 focus group discussions (FGDs) were conducted with young people. This included focus groups with employed, unemployed, in-school and out-of-school youth. Age groups represented included 10–14 years, 15–19 years and 20–24 years. Districts sampled were Choma, Mansa, and Lusaka.

Further information on the methods for selecting youth and further perspectives of youth are available in the [youth report](#).

**Figure 8: Youth perspectives on pathways to further education**

**After completing secondary school, young Zambians can pursue a more traditional academic route at a university, or take a more vocational approach by studying at a TVET institution or college.** However, only 12 per cent of secondary school graduates enter university education following leaving school.<sup>59</sup> Despite having aspirations to pursue careers which require taking up further education, the majority of the young people interviewed in the FGDs noted that a lack of finances and the pressure to support family were the main reasons why they were not able to continue onto university or college education. They also noted that the pandemic and subsequent lockdowns disrupted their education progression. Low absorption of young people into universities hinders Zambia’s transition towards a knowledge-based economy. The subsections that follow investigate the pathways for in-school and out-of-school youth to access further education.

<sup>59</sup> Gift Muyunda. (2021). The Higher Education Policy in Zambia: An Analysis. *Journal of Multidisciplinary Studies in Education*, 5(4):112-122.

### In-school youth

**An important aspect of choosing further education is career education,** for young people to understand what their options are when leaving school, and which pathways are most appropriate given their ambitions. Since 1970, all secondary schools in Zambia have been required to appoint “guidance and counselling teachers” to facilitate the career education of the learners at their schools.<sup>60</sup> However, the literature suggests that in the decades since, the unit in charge of career education (the School Guidance Services Unit) has seen its mandate to include HIV/AIDS education, life skills and general counselling, which may have contributed to a reduced focus on career guidance. Further, guidance and counselling teachers also have a full timetable of teaching upon which they layer additional duties, which, alongside a lack of ongoing continuous professional development, has left them ill-equipped to assist learners with career education. There is also a lack of interaction between education bodies and industry. Thus career education provided is often not cognisant of the needs of the labour market. This was confirmed through our Focus Group Discussions (FGDs) for in-school youth in Lusaka, the capital, where we would expect high accessibility of services and well-resourced education, who indicated that there was no career guidance in their schools or that the career guidance that they received was not sufficient. For example, one young person (aged 20–24 years) in Lusaka complained about how the guidance office was always empty because the teachers were busy (often teaching other subjects). One young person said that these teachers were not “experts” in career guidance and were just doing it because they work hard. Another spoke about how the guidance teacher taught them how to play basketball instead. Others also complained that rather than teachers asking them what they were interested in, they just used their grades to determine which subject classes to put them in. It was noted that at the university that some of the young people attended, there were career guidance courses within their degrees. However, as so few young people in Zambia enter university and that many career affecting decisions are already made by this point, this is simply insufficient to provide young Zambians with the tools to decide whether further education is the correct path for them. Furthermore, young people in Mansa indicated that teachers were ill-equipped to identify their pupils’ unique talents, leaving them without guidance on which field to pursue. Some in-school young people in Mansa, however, indicated that they receive annual visits from different people in the community, giving the pupils information on their career and advice on the steps they needed to take to get there. Young people also supplemented this (in some cases, lack of) career guidance by relying on people in their families, churches and communities who might have had the experience or the knowledge to guide them.

**In-school youth interviewed in our FGDs noted that Zambia’s free education policy has created some complications.** For instance, interviewees have noted that classrooms have become overcrowded, with some classes as large as 80 pupils. This makes it challenging for pupils to receive one-on-one attention when they are struggling. Not only does this result in poorer quality advice on further education for young people, but it can also result in pupils’ quality of learning suffering, and thus incorrectly believing that they are not smart enough for certain subjects, or for further education. The FGD participants noted that this also puts strain on the already limited school resources that are available to them. The young people have suggested that there be no more than 30 learners per classroom.

**In-school youth largely appear to aspire towards professions that require some form of further education.** For instance, some children mentioned having interest in becoming doctors, one indicated interest in becoming a fashion designer, and one wished to study geology and philosophy. However, a concerning observation came out of an interview with a guidance counsellor in Choma – the officer noted that their advice would differ depending on gender, suggesting that girl children pursue careers in food and nutrition, while boy children ought to pursue electrical related work. This is concerning as this suggests an institutionalization of gender roles within the career guidance system in Zambia. Therefore, both girl and boy children may be unfairly limiting their own expectations as the authorities around them make it appear that certain professions are only for a certain gender.

*“I completed school in 2016... we had financial challenges at home. Initially, I wanted to study medicine but due to financial constraints, I got a job at a gym. But the money wasn’t enough to sustain or raise money for food... I applied at NORTECH and I was accepted. Again, I had a financial handicap.”*

**Employed youth, Mansa, 20–24 years**

*“I thought that maybe the moment I get done with school, I can apply directly to the university. Due to financial difficulties, I found myself in a trade... I just found myself doing something else”*

**Employed youth, Lusaka, 20–24 years**

*“I completed my secondary school but it was quite a tough journey. It was due to coronavirus we didn’t manage to have class. Yes, we used to have online classes but online classes are not good for us grade twelve...”*

**Out-of-school youth, Lusaka, 20–24 years**

*“Like in a classroom, for example, this time we are 80-something. So, teachers they’re not enough for that class. So, books, they’re going to remain at school. We can’t take them home. And for that issue it is free education but it doesn’t feel free”*

**In-school youth, Mansa, 15–19 years**

**Out-of-school youth**

**Only 28 per cent of Zambian children who enter the school system complete secondary education.**<sup>61</sup> There is therefore a clear need to address school drop-out and the factors pushing young people out of school. Both the literature, as well as our engagements with young people indicate that school fees were the primary reason behind drop-outs in the Zambian schooling system. It is therefore promising progress that Zambia's New Dawn Government has made education free at both the primary and secondary level.<sup>62</sup> However, young people have still noted that when it comes to further education, fees still remain a barrier to pursuing schooling post-secondary school. Moreover, some young people interviewed in our FGDs indicated that it was not just an issue of fees, but also a trade-off in terms of supporting their families. Some young people are pressured to drop out in order to take up piece-work to assist in supporting their households. It is therefore important to address the social norms that make child labour, or working from a very young age, normalized and a viable option for many Zambian families.

**Particularly concerning is the observation that many young women are pressured into getting married quickly after school,** in order to gain financial support from their husbands. The issue of early marriage has been noted as particularly pervasive in rural communities. One young person noted that girls as young as Grade 6 left school in order to get married. Therefore, a key issue for the Zambian Government to focus on in relation to out-of-school youth is early marriage, particularly among rural communities. Across all of the FGDs, the young people urged the government and other organizations to empower young girls to avoid them getting married too early.

**Another factor contributing to school dropouts are infrastructural challenges, which have worsened under free education.** Crowded classrooms, unreliable water and electricity supplies, and inconsistent teacher quality have all been cited as contributing factors behind pupils leaving school before completing their secondary education.<sup>63</sup> Although the New Dawn Government has successfully recruited over 30,000 teachers, the quality of these teachers is not yet clear.<sup>64</sup> Therefore, while free education is a valuable step, it is important that infrastructure and teaching quality are maintained to encourage young people to remain in school.

**It is also important to acknowledge the role of risky social behaviour in school dropouts.** Drug and alcohol consumption as well as early sexual debut have all been indicated as precipitating events for school dropout.<sup>65</sup> Although the decision to leave school cannot be boiled down to any one behaviour, these behaviours may be suggestive of a variety of other circumstances that may be leading a young person to consider leaving school. Therefore, there ought to be mechanisms in place to identify this behaviour, and rather than punish or ostracize the child, providing counselling and support to encourage them to remain in school. Moreover, a more comprehensive re-entry strategy is needed. A handful of out-of-school youth interviewed in FGDs indicated that once they became pregnant, their school careers were over. This is backed up through the literature: re-entry rates of young mothers have fallen over the past decade.<sup>66</sup> This is despite the Re-Entry Policy allowing for pregnant girls to

*"I dropped out of school when I was in grade 9 in 2017 due to financial challenges. People have been calling me for pieces of work. Since my mum and daddy separated, we had some financial challenges at home and that is the reason as to why things are not okay"*

**Out-of-school youth, Choma, 20–24 years**

*"We never had power at this school in grade 9 and 8 but I was doing computer and it was really challenging"*

**Out-of-school youth, Lusaka, 20–24 years**

*"I think the government should help by making sure that at least at every school they have... teachers who are just specifically for a certain skill. If you find the same teacher who teaches music is the same teacher who is maybe Geography... you find that people who want music need that teacher's attention then they might find that teacher has already got a class"*

**Out-of-school youth, Lusaka, 20–24 years**

*"If youths finish school, they need financial support. Because most of them when they complete school, they just become prostitutes or thieves because they don't have what to do. Organisations need to empower youths because they have nothing to do with their lives"*

**Out-of-school youth, Mansa, 15–19 years**

<sup>60</sup> Christopher Banda. (2016). An Assessment of Teachers' Competences in Career Guidance in Selected Schools in Solwezi District, Zambia.

<sup>61</sup> Samuel Hall (2019). Dropping Out? A Participatory Exploration of Adolescent School Journeys in Zambia, commissioned by UNICEF Zambia.

<sup>62</sup> Douglas Munsaka Syakalima. (2022). Zambia: Unprecedented teacher recruitment follows free education. Available at: <https://www.theafricareport.com/192107/zambia-unprecedented-teacher-recruitment-follows-free-education/>

<sup>63</sup> Samuel Hall (2019). Dropping Out? A Participatory Exploration of Adolescent School Journeys in Zambia, commissioned by UNICEF Zambia.

<sup>64</sup> Lusaka Times. (2022). Government commended for teacher recruitment. Available at: <https://www.lusakatimes.com/2022/07/16/government-commended-for-teacher-recruitment/>

<sup>65</sup> Ibid.

<sup>66</sup> Ibid.



return to school. Issues cited by young mothers included social judgement by their peers as well as the need to care for their child.<sup>67</sup> Therefore, more concrete measures to support young mothers would be needed in order for the Re-Entry Policy to allow for more young mothers to return to school after giving birth. The young people interviewed in the FGDs emphasized the importance of making sure that there were plenty of opportunities to take up because, for them, one of the factors leading youth to involved in risky behaviour is boredom, idleness and being discouraged or depressed due to failed job-seeking.

**Once young people have left school, there are limited opportunities for them to receive counselling and guidance.** A Choma guidance counsellor indicated that their district department had no involvement in supporting out-of-school youth in career guidance. This concern was echoed by a young person (aged 15–19 years) in Lusaka who said they wanted to know what the government was doing about youth who did well (in school) but are now on the streets. In Lusaka, the young people interviewed had plenty of questions about their interested career paths and indicated that they needed support in answering questions like: what does an economist do? Where do they work? What opportunities are available and where? Why do only a few lawyers get selected to continue with higher education? How much do journalists earn? Rather, non-governmental organizations (NGOs) were the primary providers of career education and support for out-of-school youth. NEET youth in Choma and Mansa both indicated that they did not know of any skills development programmes that they could participate in, as out-of-school young people. This suggests that areas outside of Lusaka may struggle to access NGO assistance, and due to the lack of involvement by government, out-of-school young people therefore have very limited access to further education without re-entering the school system.

*“All of us here I’m sure we’ve written applications. We wrote a lot... now people get discouraged and at last they start drinking alcohol”*

**Out-of-school youth, Lusaka, 20–24 years**

**Figure 9: Youth perspectives on pathways to formal employment**

**Only 26.2 per cent of employed persons in Zambia are formally employed** – meaning that they work with social security cover on their jobs.<sup>68</sup> The young people that were interviewed were acutely aware of this statistic because they were constantly reminded by parents that jobs are hard to come by or they knew people in their own families or communities who were, as they say, “just sitting at home”. The sub-sections that follow will investigate in-school and out-of-school youth perspectives on formal employment to better understand the reasons behind the lack of formal employment in Zambia. This is particularly pertinent as only 31.7 per cent of employed young people are employed in the formal sector.<sup>69</sup>

#### **In-school youth**

**The majority of young Zambians rely on asking their friends and family to seek work opportunities.**<sup>70</sup> This finding comes from the ILO’s SWTS and labour demand enterprise survey, where 3,200 youth and 475 enterprises were interviewed on various issues relating to the school-to-work transition and the demand for skills in Zambia. This is an illustration of the lack of formal job matching platforms in Zambia. Such a status quo is problematic because it means that young people without good connections may struggle to find employment, reinforcing a cycle of inequality. Those who have connections are more likely to be wealthier and from urban areas, while poorer, rural Zambians struggle to find appropriate jobs.

*“Mostly you have to know somebody or you have to like have maybe friends who have these connections for you to get a job.”*

**In-School Youth, Lusaka, 20–24 years**

*“If you have papers [certificates], you will find a job”*

**In-School Youth, Mansa, 10–14 years**

<sup>67</sup> Ibid.

<sup>68</sup> Labour Force Survey Report. (2020). The Ministry of Labour and Social Security.

<sup>69</sup> Ibid.

<sup>70</sup> Francis Chigunta, Ngosa Chisup & Sara Elder. (2013). Labour market transitions of young women and men in Zambia. Available at: [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_230748.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_230748.pdf)

**There is a clear gender divide in formal employment in Zambia.** While 61.6 per cent of the formal sector is male, only 38.4 per cent of the formal sector is female.<sup>71</sup> All sectors of employment, except for the household sector, exhibits a higher proportion of men than women, regardless of whether in rural or urban areas. The vast majority of young people work in the service industry at 61.5 per cent, followed by agriculture, forestry and fishing at 22.5 per cent.<sup>72</sup> It is clear that education is important for formal employment, as 62.5 per cent of employed youth have some form of secondary education. Twenty-four per cent of employed young Zambians have only primary education, with 10.4 per cent obtaining a certificate or diploma.<sup>73</sup> When asked about the world of work, the young people all report that they've either heard or experienced the fact that jobs are hard to find and that their parents and teachers have continually emphasized to them the importance of education for getting a job. The gender divide in formal employment is reinforced by girls having difficulties in education as one young woman stated that being able to balance learning and doing house chores as a young girl is tough.

*"An example I can give is how the competition commission were looking for a person to employ but they wanted someone with I don't know how many years' experience... which is unfair for someone who literally just graduated".*

**Employed youth, Lusaka, 20–24 years**

**Only 19 per cent of the surveyed firms in the 2020 National Skills Survey hired first time job seekers from secondary, technical and vocational, and universities in the 12 months prior to the survey.**<sup>74</sup> This suggests that young people struggle to find employment straight out of education: 41.5 per cent of firms perceive first time job seekers as lacking the necessary work and life experience for their position. Moreover, 19.5 per cent of firms cited lack of technical skills as the reason behind their hesitancy to hire first time job seekers.<sup>75</sup> It is therefore important that schools and tertiary institutions incorporate life skills as well as workplace relevant skills into their curricula so that employers are more assured of the capabilities of young people joining the workforce. Furthermore, internship opportunities ought to be expanded to allow young people to gain these workplace skills prior to seeking full-time employment. A 2014 Youth Map analysis of Zambian youth found that there were few internship opportunities for young people, meaning that gaining work experience before one's first job was incredibly difficult. Youth in this study also reported that jobs, which did not require experience were often low-paying, had minimal chance of promotion and poor working conditions.<sup>76</sup> One young person in a FGD in Lusaka emphasized the need to focus on "fresh graduates". They also suggested that a form of support that could be provided by government and other (educational) institutions is to provide students with the opportunity to do internships in their first or second year of college/university. Therefore, incentives for businesses (both formal and informal) to provide internships to young people may assist in improving young people's workplace skills.

### Out-of-school youth

**A key similarity between in-school and out-of-school youth is the importance of personal networks.** Employed youth who had not finished school indicated that their jobs had come from friends and family members. A young person indicated that they were working for their cousin's company as a videographer. Another young person said that they were able to be employed in a family café and that they were able to learn many skills in this way – mostly related to running a business. This may also be an indication of the unwillingness of other employers to hire school dropouts. This is confirmed by the ILO's SWTS, which showed a correlation between education and the likelihood that a young person was able to complete their labour market transition into stable and satisfactory employment.<sup>77</sup> Moreover, 38.4 per cent of employed youth in Zambia were undereducated for their job. This suggests that when young people, who did not complete their education, enter the labour market they struggle to find employment that matches their skill set. Therefore, it is important that rapid upskilling programmes are made accessible for these young people to ensure that they are able to enhance their skillset for more appropriate employment.

<sup>71</sup> Labour Force Survey Report. (2020). The Ministry of Labour and Social Security.

<sup>72</sup> Ibid.

<sup>73</sup> Ibid.

<sup>74</sup> National Skills Survey. (2020). Ministry of Labour and Social Security.

<sup>75</sup> Ibid.

<sup>76</sup> International Youth Foundation. (2014). YouthMap Zambia: A Cross-Sector Analysis of Youth in Zambia.

<sup>77</sup> ILO. (2017). School-to-work transition country brief: Zambia.

**Figure 10: Youth perspectives on pathways to informal employment**

**Over 65 per cent of the Zambian labour force is employed in the informal economy.**<sup>78</sup> Although informality is not inherently negative, Zambia's informal economy only contributes 34 per cent of the nation's GDP, illustrating the lack of productivity of Zambia's informal sector. Moreover, informal employment is less likely to have protections surrounding working conditions and benefits, such as medical insurance. The sub-sections that follow outline the pathways that in-school and out-of-school youth follow when going into informal employment and their experiences of the informal sector.

#### In-school youth

**Informal employment is inversely proportional to level of education.**<sup>79</sup> Only 40 per cent of those who have completed secondary education are employed informally, and only 30 per cent who have a post-secondary degree are informally employed. Young Zambians who have completed high school and other higher levels of education have better access to jobs in both large private enterprises and the public sector.<sup>80</sup> This suggests that there are high returns to education, regardless of the quality of the education at these institutions. However, there is still unemployment among high school graduates and some tertiary graduates, which suggests some skill mismatches between the education provided and skills demanded in the labour market.<sup>81</sup> While this could lead some young Zambians into informal work, high school and tertiary graduates will tend to have higher reservation wages.<sup>82</sup> Because informal work tends to offer far lower wages than formal work,<sup>83</sup> it results in fewer educated young people accepting informal work.

#### Out-of-school youth

**Almost all young Zambians without any education are informally employed.**<sup>84</sup> Over 90 per cent of those with some primary education or incomplete secondary education work informally, while just over 80 per cent of people who completed Grade 10–12 are employed informally. Ninety-seven per cent of workers in rural areas work informally, indicating a need for increased formal job opportunities in rural areas. Furthermore, increased protections in the informal sector are also important to ensure that those who do work informally are able to do so safely, receiving the compensation that they deserve. This involves a variety of interventions, such as strengthening enforcement of labour laws in the informal sector, as well as extending social protection systems to those in the informal economy.<sup>85</sup> During FGDs in Choma, a young person brought up the issue that there are not as many industries in Choma as there are in Lusaka and that they cannot access the opportunities in Lusaka because they are too far. Furthermore, 91 per cent of women are informally employed, further indicating a need for better opportunities for young women.<sup>86</sup> This high degree of informality among women may be reflective of the higher dropout rates among Zambian girls, resulting in a necessity to accept lower wage, informal employment.

**Figure 11: Youth perspectives on pathways to entrepreneurship**

**Entrepreneurship has some overlap with informal employment.** For instance, youth who are unable to find employment in the formal sector may start their own business as a means of survival. Thus, entrepreneurship is one mechanism which can absorb job seekers who are not absorbed by the formal sector.<sup>87</sup> Furthermore, entrepreneurship can create jobs and thus create increased opportunities for young people to gain skills and support themselves.<sup>88</sup> This is therefore a vital pathway to explore, both in relation to Zambia's economic development, as well as in relation to the economic empowerment of Zambian youth.

<sup>78</sup> Ministry of Labour and Social Security. (2021). Zambia Decent Work Country Programme 2020 – 2022.

<sup>79</sup> Caroline Tassot et al. (2019). Informality and Poverty in Zambia: Findings from the 2015 Living Conditions and Monitoring Survey. International Labour Office: Geneva.

<sup>80</sup> Haroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>81</sup> Ibid.

<sup>82</sup> Haroon Bhorat et al. (2015) Youth Employment challenges in Zambia: a statistical profile, current policy frameworks and existing interventions. Available at: <https://idl-bnc-idrc.dspacedirect.org/bitstream/handle/10625/57784/IDL-57784.pdf>

<sup>83</sup> Ibid.

<sup>84</sup> Caroline Tassot et al. (2019). Informality and Poverty in Zambia: Findings from the 2015 Living Conditions and Monitoring Survey. International Labour Office: Geneva.

<sup>85</sup> Ministry of Labour and Social Security. (2019). Zambia Decent Work Country Programme: 2020 – 2022. Available at: [https://www.ilo.org/wcmsp5/groups/public/---ed\\_mas/---program/documents/genericdocument/wcms\\_801342.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_mas/---program/documents/genericdocument/wcms_801342.pdf)

<sup>86</sup> Ibid.

<sup>87</sup> National Skills Survey. (2020). Ministry of Labour and Social Security.

<sup>88</sup> Ibid.



### In-school youth

**The Eighth National Development Plan (8NDP) promises the scale-up of entrepreneurship skills.** However, the 8NDP largely groups entrepreneurship skills with technical and vocational skills, speaking about the inclusion of entrepreneurship skills within the TEVET curriculum and within the two-tier education system. This means that young people who choose an academic route may not be equally encouraged to pursue entrepreneurship, and thus may struggle to access the necessary skills for starting up their own businesses. The 8NDP also specifies that there ought to be a focus on promoting entrepreneurship among women, young people and youth with disabilities, but lacks a clear implementation mechanism for promoting entrepreneurship among these groups.

**Employed young people in Mansa expressed some challenges they have noticed in entrepreneurship in their communities.** For instance, the issue of being unknown in the market was described by one young person. They described that most consumers become accustomed to buying from one particular person, and are therefore doubtful about the quality of goods sold by new, young entrepreneurs. This suggests that an important part of supporting youth entrepreneurship is encouraging consumers to do business with these entrepreneurs in order to give them a fair chance at starting up their businesses. Furthermore, young entrepreneurs may need to improve their communication skills in order to draw customers to their product despite being new to the market. Other issues that they noted were that there were too many people in the same business (for example, selling mongu rice in Lusaka). This may indicate a lack of creativity and a need for innovative thinking among young people, something which could be further enhanced by appropriate entrepreneurship training. Another young person complained about the goods that they were selling during school being confiscated and customers not being willing to buy at the price that they set and wanting to buy on credit and then not paying them in the end.

**In Focus Group Discussions with in-school youth in Lusaka, there was some expression of interest in entrepreneurship.** For instance, one young person expressed the desire to be their own boss within the next ten years. A few other young people stated that once they obtained their degrees, they may be interested in starting their own businesses. However, important to note is that the degree or formal profession was their primary interest, rather than entrepreneurship. For example, one young person was studying pharmacology and expressed the desire to finish their degree primarily, and then stating that “maybe” they would start their own clinic or another business. Therefore, it is clear that among in-school youth in Zambia, the focus is on obtaining their qualification and becoming a professional, and that setting up a business may be part of that journey, but is not a necessary goal.

### Out-of-school youth

**The 307 registered youth resource centres across Zambia provide young people with basic technical skills and entrepreneurship.**<sup>89</sup> Only 25 of these centres are run by the Ministry of Youth, Sport and Arts, which raises some concerns about the quality of training, given that these centres are not teaching a standardized curriculum on these skills. These youth resource centres would likely be the primary access point for out-of-school youth to enhance their entrepreneurial skills, and therefore it is important to ensure quality in these institutions.

**Many young people in our FGDs mentioned starting their own businesses.** For instance, a NEET youth in Mansa mentioned how she left school in Grade 9, fell pregnant and then moved to Lusaka in order to start her own business. However, in cases like this, it is clear that entrepreneurship is used as a means of survival, due to a lack of other employment opportunities. However, contrasting with in-school youth, out-of-school youth seemed more interested in starting their own businesses as the focus point of their aspirations, rather than just one of many potential ways to use their skills. For instance, one person wanted to start a large clothing store, and another wanted their own plot of land to start their own agricultural business. A large emphasis among out-of-school youth was using their business to support their families. However, among these young people, there was little specification of what type of business they intended on starting. This suggests that many of these young people either know that they will be unable to secure formal employment, or are more acquainted with entrepreneurship as a way of making a living, as these are the examples they see around them in their everyday lives. Therefore, it is clear that these young people require entrepreneurship skilling and guidance to understand exactly what it takes to start a business, and which of their skills can be capitalised to start successful businesses.

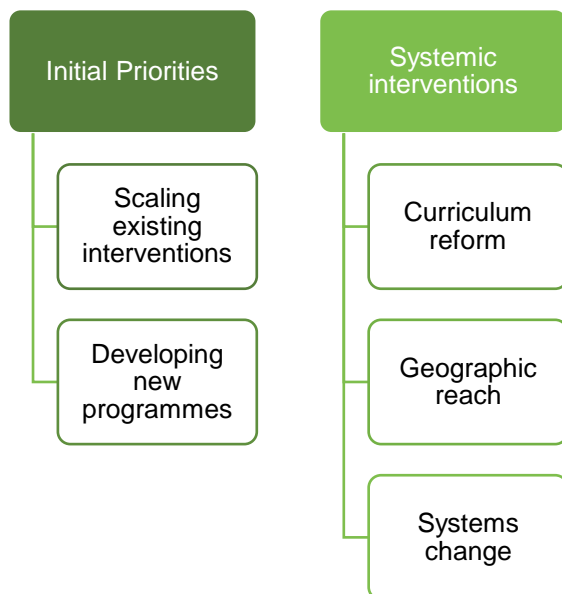
<sup>89</sup> TEVETA (2021) Public Notice of Registered Training Institutions. TEVETA: Lusaka  
<https://www.teveta.org.zm/archive/downloads/1632226896.p>

### 3. PORTFOLIO OF SOLUTIONS

The portfolio of solutions has been identified based on gaps and opportunities identified in the evidence base i.e., the dashboard, initiative map and youth inputs. Solutions are divided into three broad categories: initial priorities, systemic interventions and ecosystem coordination.

The challenges facing the skills development and career education ecosystem are multi-faceted. In response to these challenges, there are a wide variety of public and private initiatives and programmes that exist. By extension, this implies that there are various types of solutions that can be included in the portfolio of solutions. The various types of solutions require different implementation models, different levels of stakeholder engagement and different funding requirements. It is therefore useful to use a framework that differentiates the solutions outlined in the portfolio based on the nature of the challenge they address, the timeframe for implementation and the support required to implement the solution. This framework is outlined in the figure below.

**Figure 12: Portfolio of solutions framework**



### 3.1. Initial priorities

This section will outline existing solutions that are recommended for scale or new solutions that will be developed to address gaps. Links to the websites of all scalable solutions can be found by selecting their name in the table below.

#### 3.1.1. Scalable initiatives

**Table 1: Scalable initiatives**

Initiative	<u>Zambian Girls 2030 job fairs and career days</u>	<u>Teaching at the right level (TaRL)/ Catch-Up</u>	<u>NYDC Internship and Apprenticeship programme</u>	<u>TechIQ Code-IT Courses</u>	<u>YouthLead programme</u>	<u>Musika Development Initiatives</u>	<u>Constituency Development Fund</u>	<u>Skills Development Fund</u>
<b>Skills Type</b>	Career education	Foundational	Technical and Vocational	Digital	Transferable	Technical and vocational	Entrepreneurship	Technical and vocational skills
<b>Implementing Partner(s)</b>	UNICEF, Restless Development	TaRL Africa, VVOB, UNICEF, Ministry of Education	National Youth Development Council	TechIQ Code-IT Academy	YouthLead Zambia	Musika	Government of Zambia	Government of Zambia, private sector training providers
<b>Financing Partner(s)</b>	Ministry of Education	Lego Foundation, Hempel Foundation, USAID		TechIQ Code-IT Academy	USAID	USAID, SIDA, DFID, NORAD	Government of Zambia	Private sector
<b>Target Group</b>	Girls	All youth	All youth	All youth	All youth	Rural	N/A	All youth
<b>Age Group</b>	All youth	10 – 14	14 – 24 +	All youth	All youth	N/A	N/A	All youth
<b>Scale</b>	National	Lusaka, Luapula, Eastern, Southern, Northern, Muchinga	National	National	National	Local	National	National

## Zambian Girls 2030 job fairs and career days

Zambian Girls 2030 programme started in 2016 in partnership between the Ministry of Education and UNICEF. The aim of the programme is to ensure better education and employment outcomes for Zambian girls, focusing on interventions in secondary schooling. A few of the goals to further this aim include improving transition rates of girls from primary to secondary school, improving completion of secondary education, increasing participation of girls in tertiary education, and promoting employability and entrepreneurial skills in girls.<sup>90</sup>

The interventions undertaken by Zambian Girls 2030 includes school career and skills clubs, as well as district level career and skills camps. The clubs are for Grades 5 and 12 and consist of weekly meetings run by teachers on relevant issues such as financial literacy, entrepreneurship, and sexual and reproductive health. The camps are run for Grades 8 and 9 and cover similar issues; they are facilitated by female leaders and sector experts. Zambian Girls 2030 also includes an internship programme for Grades 10, 11 and 12, which gives girls the opportunity to work as corporate interns for two weeks a year.<sup>91</sup>

Although Zambian Girls 2030 was found to be effective at raising awareness of the importance of girls' schooling, their careers and their financial independence as well as improving transition rates while decreasing pregnancy rates, the programme ultimately lacked sufficient financing to sustain career camps and the internship programme. Therefore, important partnerships will be needed to restart these career guidance opportunities. In order to deal with some of the more context-specific problems that face Zambian girls, the programme could also be restarted at a school-based level so that facilitators can give more individualized support and advice to learners. Furthermore, the establishment of a guidance committee could improve accountability measures and record keeping within the programme to ensure transparency of funding and activities. Restless Development and UNICEF can leverage relationships with private sector actors to gain funding, and in return can advertise the work opportunities at these companies within the programme. Furthermore, Restless Development and UNICEF can use their existing relationship with the Zambian Government to lend legitimacy to the programme and enhance their leverage in conversations with the private sector. This would also open the doors for further internships for the young girls taking part in the programme. Another potential partner includes CAMFED's CAMA programme, which supports leadership education for girls and women. Because this programme was largely successful in its interventions, Zambian Girls is therefore a prime candidate for scale with increased funding, and a focus on empowering the girl child.

## Teaching at the Right Level catch-up programme

Following many learners falling behind as a result of COVID-19, the Ministry of Education created the Catch-Up programme aimed at improving school children's foundational skills. This programme focused on play-based learning, and the methodology requires teaching children based on their abilities and skills. This programme could therefore be scaled nationally, to target not only the students left behind by disruptions caused by COVID-19, but also the students who have struggled to keep up with foundational skills training in school more generally.

This programme requires partnerships with the Ministry of Education, TaRL Africa, VVOB, UNICEF, USAID, Hempel Foundation and the Lego Foundation as the original implementers and funders of the programme. Further resources would be necessary to scale the programme and expand its reach to all the learners who need it. This could also involve the upskilling of existing teachers to promote the learner-centred approach in their teaching, outside of the Catch-Up programme itself. Due to its existing ties with the Ministry of Education

<sup>90</sup> Australian Council for Educational Research. (2021). Measuring the impact of a girls' education program in Zambia. Available at: <https://research.acer.edu.au/intdev/vol10/iss10/10/>

<sup>91</sup> Ibid.

and donor organizations, this programme would be easily scaled. Moreover, its focus on helping young people catch up on their foundational skills is unique and therefore has the potential to help more youth than other similar programmes.

### **NYDC internship and apprenticeship programme**

The National Youth Development Council (NYDC) has implemented a National Youth Internship and Apprenticeship Programme. This programme connects interns from high school as well as tertiary education institutions to public and private organizations that match the young person's interests and skills.<sup>92</sup> The internship period is between 3 and 12 months, and 9,000 interns have taken part thus far. Because the NYDC has already established private sector relationships and has successfully placed so many interns, it is an ideal candidate for scale.

This programme shows positive progress in terms of allowing for young people to gain workplace experience and skills. Therefore, expansion of the programme to allow more young people to benefit from the programme ought to be the next major priority. This requires partnerships with potential employers to generate more places for interns. In order to incentivise involvement, these employers can be offered small tax breaks, proportional to the number of interns they take. This can also be contingent on the feedback of interns, ensuring that they attain real skills from the internship programme, and are not simply used as cheap labour or used to run errands. Furthermore, a cost-sharing model can be created to further incentivise private sector organizations to train and support these young people. Partners for this cost-sharing model include the Ministry of Education, international donor organizations, and better usage of the Skills Development Fund to fund these internship and apprenticeship opportunities.

### **TechIQ Code-IT courses**

The TechIQ Code-IT Courses range from beginner courses in different coding languages, to artificial intelligence and robotics. The courses are also online and students are not limited by where they live. This accessibility means that scaling these courses would be easier than other in-person courses.

Major progress in terms of reach of these courses could be made by either reducing or subsidising the course fees for students in need. The Ministry of Technology and Science could be involved in providing these subsidies to students in need, who can be nominated by their schools, teachers and other community members. Students who are of primary and secondary schooling level ought to be included in these nominations. Furthermore, many rural areas lack access to computers and wireless internet, therefore interventions such as mobile internet cafés can be used to allow students to access computers for the duration of their lessons. Furthermore, partnerships can also be made with internet service providers and device manufacturers to provide lower-cost or donated devices and data for the purposes of completing these courses.

### **YouthLead programme**

YouthLead runs a digital platform/website which displays a variety of social and entrepreneurial programmes run by young people, across the technology, education, health, arts, environment and agricultural sectors. The platform allows individuals to detail how many people their programme has reached, as well as receive funding from donors who are impressed with their programme.

Better awareness of this platform among young people as well as the technical support to assist young entrepreneurs to upload their programmes to the platform would allow these entrepreneurs to reach more potential donors. Therefore, it is important that schools and tertiary institutions are partnered with to raise

<sup>92</sup> Lwandamo Muwema. (2020). Off to a good start – The National Youth Internship and Apprenticeship Programme. Available: <https://www.nydc.gov.zm/off-to-a-good-start-the-national-youth-internship-and-apprenticeship-programme/>

awareness for the platform. Moreover, partnerships with internet service providers to make the website zero-rated would allow for entrepreneurs to use the platform without incurring data costs, thus making the platform more accessible. Moreover, social media can be used to publicize the initiatives and potential donors. This platform is particularly unique in its offering and therefore increasing awareness of it will be a relatively low effort intervention that will have potentially wide-ranging impacts for young people and their businesses. A potential partner for YouthLead is Talk to Loop Zambia. Talk to Loop allows communities to give feedback on services they receive. The platform provides an excellent opportunity for youth entrepreneurs to create a good reputation for themselves and their businesses. Businesses can also respond to feedback and improve their services as a result of this feedback. Loop is particularly accessible as feedback can be left online, by SMS, WhatsApp, Messenger or by voice in local Zambian languages. Therefore, YouthLead could partner with Talk to Loop in order to learn lessons from their offering as well as combine resources and insights for improved platforms.

### **Musika development initiatives**

Musika is a non-profit organization which aims to stimulate and support private investment in Zambian agriculture. For instance, Musika provides technical advisory services and early-stage investment to support agribusinesses, particularly among smallholder farmers.<sup>93</sup> Thus far, Musika has reached over 430,000 rural smallholder farmers and helped 270,000 rural farmers to access markets. Musika is also involved in leveraging green technology in agriculture, as well as in funding women farmers.

Musika's impact can be further boosted through improved funding and awareness about the programme. This can be done through partnerships between schools and community organizations in agricultural areas to make communities aware of Musika, therefore making it easier for them to access Musika's assistance in their agribusinesses. Partnership with District Agricultural Officers can assist in spreading awareness of the Musika programme among various rural communities. Furthermore, more private funding could assist Musika in scaling their offerings, and increased partnerships with food retailers can improve access of these smallholder farmers to markets. Adopting a social development model may assist in Musika's attempts to gain more private funding, and to attract motivated young people to their organization. Musika could then improve its offerings by providing specialised support to a business based on its stage. For instance, a new start-up is likely to need different support compared to a business that is already five months old. It is also a valuable programme in its unique focus on agriculture and thus will be particularly valuable for rural young people. Urban young people could also be encouraged to get involved through various forms of urban farming that do not require vast swathes of land. Musika could play a role in providing information to urban young people on how to approach urban farming with differing levels of resources available. With increased funding, Musika will need to increasingly focus on accountability and transparency measures surrounding their funding to ensure no misuse or unfair preference is observed in the investment process.

### **Constituency Development Fund**

The Constituency Development Fund (CDF) has recently received a large increase in funding as the New Dawn Government increased the budget for the CDF from K1.6 million per constituency to K25.7 million per constituency.<sup>94</sup> The CDF is a fund from parliament for local projects which serve community-development aims. The CDF has the explicit mandate to prioritize funding of projects by youth, women, people with disabilities and other vulnerable people. Twenty per cent of the fund is thus reserved for youth and women empowerment, with further funds available for bursaries for secondary schooling and skills development.<sup>95</sup>

<sup>93</sup> Musika. (2022). About Musika. Available: <https://www.musika.org.zm/about-us/>

<sup>94</sup> Lusaka Times. (2021). Constituency Development Fund increased from K1.6 million to K25.7 million per constituency. Available at: <https://www.lusakatimes.com/2021/10/29/constituency-development-fund-increased-from-k1-6-million-to-k25-7-million-per-constituency/>

<sup>95</sup> Ibid.

The CDF can be scaled to allow for further funding of youth businesses and education opportunities. This would require further increases in funding from the Government of Zambia as well as partnerships with more educational institutions for bursary placements for young Zambian students. Furthermore, a stronger monitoring system for the fund are needed. There are claims that funds have been misused in many districts.<sup>96</sup> Therefore, to ensure that the CDF is used to enhance community and youth outcomes, it may be necessary to partner with an independent watchdog or audit firm, who can monitor usage of funds. Capacity building for those who work on managing the fund would also support in improved oversight of the CDF. Moreover, clear guidelines on distribution and recording of disbursement of funds could improve accountability and transparency of the CDF. Given the recent increase in funding for the CDF, there is massive potential for the funds to focus on empowering young Zambians.

## Skills Development Fund

The Skills Development Fund (SDF) is envisioned to be a source of sustainable funding for the TEVET system to improve skills development across the country. Funding for the SDF is sourced through a 0.5 per cent payroll tax on employers whose annual wage bill is above K800,000.<sup>97</sup> Financing from the SDF is available for both the formal and informal sector for the development of the priority skills for Zambian national development. The funding is also available for TEVET registered institutions. The training carried out using SDF funds ought to result in a nationally recognized certification.<sup>98</sup> Moreover, training ought to include life skills, such as financial literacy, so that trainees are not simply equipped with career-focused skills.

The SDF has also resulted in government contracts with 46 training providers. This is estimated to reach over 4,000 unskilled out-of-school youth as well as owners of small and medium enterprises, and informal sector workers.<sup>99</sup> The SDF could therefore be scaled using existing infrastructure and relationships to reach more out-of-school youth with skills training programmes. For instance, international and local investors can be encouraged to invest in the SDF in addition to the funds secured through payroll taxes. This will add valuable supplemental income to the fund to allow scaling the skills training programmes. However, to attract this funding and ensure that the funds are used correctly, there is a need to strengthen the accountability and transparency mechanisms in place to ensure that leakages from the fund are minimized.

### 3.1.2. New solutions

**Table 2: New solutions**

Initiative	Job matching platform	Higher level, not specialized digital skills (eg: digital marketing)	Entrepreneurship skills development (and funding) programme
<b>Skills Type</b>	Career education & school-to-work transition	Digital skills	Entrepreneurship
<b>Implementing Partner</b>	Ministry of Labour and Social Security, private sector employers	Pact, USAID, PEPFAR	Multistakeholder (UNICEF, govt. and PS)
<b>Financing Partner/(s)</b>	Private sector employers	PEPFAR, USAID	Private sector

<sup>96</sup> Derrick Silimina. (2022). Putting money in the right hands. Available: <https://www.dandc.eu/en/article/zambias-constituency-development-fund-decentralises-spending-mixed-results>

<sup>97</sup> State of Skills: Zambia. (2019). International Labour Organization.

<sup>98</sup> Ministry of Higher Education. (2017). Skills Development Fund Implementation Framework.

<sup>99</sup> State of Skills: Zambia. (2019). International Labour Organization.



<b>Target Group</b>	Unemployed youth	All youth	Unemployed youth
<b>Age Group</b>	15–24 +	10–19	15–24 +
<b>Geography</b>	National	National	National

## Job matching platform

One of the major issues facing young people is entering the job market without knowledge of the job opportunities available to them. Majority of young Zambians rely on asking their friends and family for work opportunities.<sup>100</sup> Such a status quo is problematic because it means that young people without good connections may struggle to find employment, reinforcing a cycle of inequality. Those who have connections are more likely to be wealthier and from urban areas, making it more difficult for poorer, rural Zambians to find appropriate jobs, particularly through personal connections.

The solution to this issue is a job matching digital platform, used widely by both young people and employers. Such a platform would require young people to create profiles with their interests, skills and qualifications, and for employers to use the platform to advertise available opportunities. The platform can then match employers to suitable young people, and therefore allow young people to introduce themselves to prospective employers. Young people and employers can therefore both access the platform at any time, making it more convenient than conventional forms of job listings, such as those advertised in newspapers. Moreover, young people's profiles as well as employers' job opportunities can be updated frequently, which streamlines the process of finding jobs and finding new hires.

A successful job matching platform requires that employers actually advertise their vacant positions on the platform. UNICEF could partner with industry bodies to encourage employers to use the platform and raise awareness around it. Similarly, the platform could be advertised in schools and tertiary institutions so that young people know where to look when they begin looking for employment. There is also a need for technical development of the platform, which will require investment in the creation of an online platform with the necessary processing capacity and algorithmic matching technology to successfully match applicants to employers. Ideally, when seeking out this technical support, young, Zambian entrepreneurs with digital skills ought to be used.

## High level, non-specialist digital skills

A major gap in the private sector appears to be digital skills training for those who do not plan to specialize in ICT. While coding bootcamps and programmes are incredibly valuable, in an increasingly online world, it is important that all young people can use technology to their advantage. It is predicted that 9 out of 10 jobs in ten years' time will require foundational digital skills,<sup>101</sup> regardless of whether the job is in ICT or not. Thus, a shorter format, less technical form of digital skills training could provide substantial value both to out-of-school youth and to young people whose schools were unable to provide them with fundamental digital skills. Skills such as digital marketing and social media management could also be taught to help young people gain marketable, digital skills. Potential training providers can also focus on using user-friendly software in their training to make digital skills less intimidating.

The DREAMS programme, which was implemented by Pact, USAID and PEPFAR could be a good starting place to pilot these programmes. They operate throughout Sub-Saharan Africa and have reached over 250,000

<sup>100</sup> Francis Chigunta, Ngosa Chisup & Sara Elder. (2013). Labour market transitions of young women and men in Zambia. Available at: [https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms\\_230748.pdf](https://www.ilo.org/wcmsp5/groups/public/---dgreports/---dcomm/documents/publication/wcms_230748.pdf)

<sup>101</sup> Robert van Eerd & Jean Guo. (2020). Jobs will be very different in 10 years. Here's how to prepare. Available at: <https://www.weforum.org/agenda/2020/01/future-of-work/>



youth.<sup>102</sup> Moreover, evaluations of their programmes have previously been conducted, meaning that it is likely that a good culture of monitoring and evaluation will accompany their projects. Effective strategies in the implementation of the DREAMS programme include using an iterative, learning process to improve the programme where needed, as well as the involvement of multisectoral contributors to address youth issues such as HIV prevention.<sup>103</sup>

In order to support this, the following resources and partnerships are required:

- Research into the types of generalized digital skills needed in the labour market.
- Encourage private skills providers to branch into generalized skills training.
- Establish necessary infrastructure for training.
- Partner private sector employers of digital skills with training providers.
- Collaborate with the Ministry of Education to incorporate the DREAMS training into the school curriculum

### Entrepreneurship skills development and funding programme

Many young people need to rapidly upskill to gain employment urgently. Thus, a programme which develops skills and gives young people the necessary resources to start a business would be valuable in providing those rapid skills and employment. This programme would involve a few weeks of training for in-demand skills. For instance, this could be automotive repairs in an area with a large number of cars. This training would then equip the young person to perform most basic services in a given industry. At the end of this short course, young people would be given either a kit of necessary tools to conduct their business, or a small loan to buy the necessary equipment, which can be paid back at low interest rates when their business becomes profitable.

This would require partnerships with local TEVET institutions and individuals with the necessary skills. To incentivize involvement, local businesses could receive tax breaks for providing training and TEVET institutions could receive additional funding. There would also need to be funding for the entrepreneurship kits or small loans. The CDF could be used for this purpose, particularly if the young people are doing jobs that contribute to the local community, such as road repairs. Furthermore, partnerships with local financial institutions and banks could be forged to gain funding for these kits and small loans.

Partnerships with organizations such as the ILO, who have conducted extensive research into entrepreneurship, can be used to enhance the efficacy of these training programmes.

## 3.2. Systemic interventions

This section will outline systemic interventions for improving the skills development and career education system and change management. The idea behind each systemic intervention is for UNICEF to play an advocacy role to the Ministry of Education and other government bodies related to curriculum development and systems change for skills and career guidance.

### 3.2.1. Curriculum reform

This section will provide recommendations for curriculum reform across the five skill types previously identified as well as career education in schools.

<sup>102</sup> USAID. (2020). The Young Women of DREAMS Help Keep Their Communities Safe. Available: <https://www.usaid.gov/zambia/news/young-women-dreams-help-keep-their-communities-safe>

<sup>103</sup> Janet Fleischman, (2021). Five years of DREAMS and What Lies Ahead: How to Address the Intersecting Crises of HIV, Gender Inequality and Health Security. Center for Strategic & International Studies: Global Health Policy Center.

**Foundational skills** require further prioritization in the syllabus, particularly the core skills of numeracy and literacy. These underpin almost all further learning that is undertaken in the education system and beyond. However, too often children are moving to more complex tasks before they have mastered the basics, thus affecting their learning throughout. This is particularly the case in many rural population groups. Thus, it is important to ensure numeracy and literacy are mastered before moving on. This is particularly relevant to primary and lower-secondary education, but there is also a significant role for early childhood education to play in preparing children for learning foundational skills.<sup>104</sup> The second significant curriculum change needed in relation to foundational skills is to focus on outcomes and revolve classes around achieving these. To ensure a consistent focus on outcomes, a multi-faceted approach must be taken with funding, decisions and targets all linked to coherent and achievable outcomes. This will require assessments that are explicitly linked to curricula, and curricula which prioritise the right skills.

**Transferable skills** acquisition would benefit from “twenty-first century skills” being mainstreamed into the delivery of all subjects. These skills include leadership, critical thinking, problem solving and conflict resolution. To ensure mainstreaming efforts are effective, pre-service and in-service teacher training is needed to equip teachers with the relevant pedagogical skills and knowledge. Furthermore, integration of twenty-first century skills into the curriculum must also be accompanied with integration of skills into assessment. The incorporation of extra-curricular activities would also bolster the acquisition of skills among Zambia’s adolescents and youth. Valuable skills are often acquired in extra-curricular activities such as sports, music and arts.

**Digital skills** would benefit from the reintroduction of mandatory computer studies classes including provision of ICT classes at lower-secondary levels. Additional support and catch-up programmes could be offered to pupils without access to digital devices and such pupils could have the option of accessing facilities out of class time. This effort would need to be met with strong support for schools in rural areas, which faced connectivity challenges when the classes were initially rolled out. Given the prevalence of mobile phones rather than laptops or computers, computer classes could be combined with the development of mobile digital libraries that could be accessed remotely for homework assignments. In order to attain this, digital skills training for teachers needs to be improved. Furthermore, accessibility for students with disabilities should be prioritized. Therefore, introducing sign language in teacher training could improve accessibility for students with disabilities.

**Entrepreneurship skills** are currently included in the school curriculum but typically focus on business administration and more theoretical elements of entrepreneurship. The curriculum would benefit from a rethink, incorporating practicability, experiential learning and real-life exemplification of entrepreneurs operating in the local context in which pupils find themselves. Such practical and experiential learning could integrate entrepreneurship days and contests, where pupils are put in teams and tasked with creating a solution to a problem in their community. Furthermore, this rethink could ensure entrepreneurship training is combined with practical skills needed to start a business of choice. Moreover, this would require teacher training to include training on entrepreneurship. Therefore, capacity building is needed to ensure that the entrepreneurship training provided both to prospective teachers and pupils is of a high standard. Entrepreneurship training is particularly relevant to the TVET sector, where students will often study their specific trade or occupation, then study entrepreneurship classes, but will not typically combine these two in a way that the entrepreneurship classes are tailored to the technical skills they are learning. This combination of activities is a missed opportunity in the development of entrepreneurial skills that are relevant to the technical field in which they are studying.

**Technical and vocational skills** would benefit from increased enrolment in technical and vocational education and training. Given Zambia’s low rate of TVET enrolment, a further diagnostic should be made to ascertain the investment case for increasing the proportion of TVET students vis-à-vis academic track students. Alongside this, reforms in the TVET curriculum should focus on a greater degree of flexibility and continuous updating of the curriculum to ensure it is informed by ever changing demand for labour and skills. Furthermore, there is a

<sup>104</sup> UNICEF (2022) Early Childhood Education. Available at: <https://www.unicef.org/education/early-childhood-education>

need to bring in twenty-first century skills, which offer TVET students' greater versatility, and include foundational skills for certain pupils as and when necessary. There is also scope to introduce shorter skills-specific courses within the system that could be made available to a wider range of pupils across academic and technical education tracks. An increased use of psychometric testing could assist in ensuring that pupils who are better suited to a certain stream of education are given the necessary information to make the choice that is best for them. Moreover, there is a need for improved accessibility for disabled students in TVET specifically interventions, such as including sign language lessons in teacher training could assist in improving accessibility. Moreover, the development of a National Skills Development Strategy could assist in guiding the TVET curriculum in fostering the skills needed in the Zambian economy.

**Career education** is already present in schools, with two specific teachers assigned responsibilities in each school. However, it is insufficient to assist learners in planning out their futures. Time and resources are needed to create an effective career guidance curriculum for students, yet teachers are overworked and lack the training to conduct career guidance effectively. The proposition is to use the final weeks of school, after exams are complete, and thus both learners and teachers have more time available to take learners through a mandatory, three-to-four-week long career guidance course. This would involve workshops on career planning, interview skills, CV writing, and potential guest speakers from the community to inform learners about their careers and the path they took to arrive at them. It can be accompanied with a mandatory career guidance report, in which learners can detail the insights they have taken away from the course, as well as how it has affected their career plans going forward. Teachers can also be taken through career guidance training by the teachers with the necessary training beforehand, and alternate in facilitating various sessions. For areas without teachers with the proper training, it requires the Ministry of Education to provide training to teachers to equip them with the appropriate skills. Incentives are also needed to encourage members of the community to participate and share their experiences with the learners.

### 3.2.2. Geographic reach

This section provides recommendations for the location of programmes to ensure our recommendations address geographic gaps. It will make use of the initiative mapping undertaken in the previous phase of the assignment. A more detailed view of the initiative map, as well as options to filter the data according to different information desired, is made available via [this hyperlink](#).

#### Reforming Youth Resource Centres

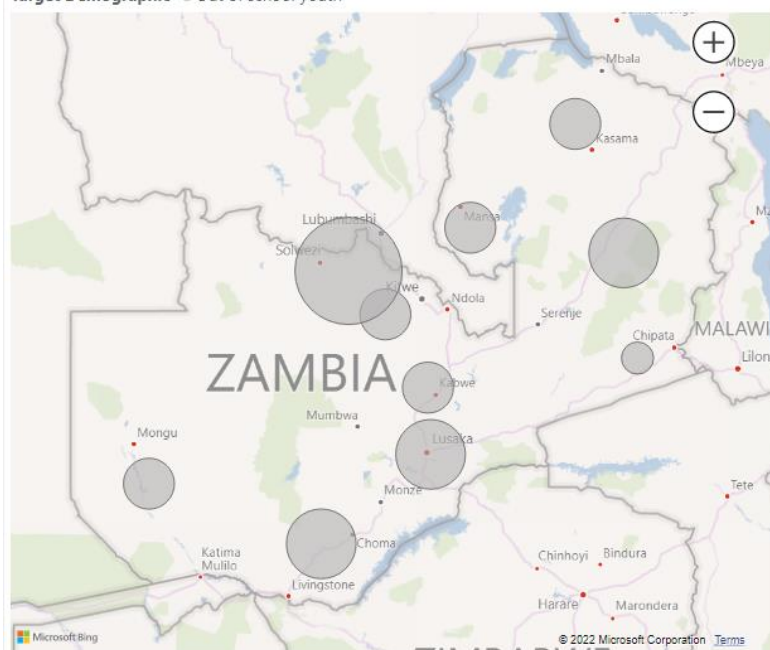
There are currently 25 Youth Resource Centres in 25 different districts around Zambia. The government plans to situate a Youth Resource Centre in all 116 districts.<sup>105</sup> The map below indicates where Youth Resource Centres are currently situated in the country. It is assumed that each youth resource centre has a reach of 500 youth, therefore larger bubbles indicate a greater cluster of Youth Resource Centres in one particular area.

<sup>105</sup> ZNBC (2022) All Districts to have Youth Resource Centres. Available at: <https://www.znbc.co.zm/news/all-districts-to-have-youth-resource-centers/>

**Figure 13: Distribution of Youth Resource Centres in Zambia**

Proportion of youth being reached by initiatives

Target Demographic ● Out of school youth



The need for Youth Resource Centres is plentiful since the skills they bring are valuable to young people. However, significantly more funding is required to ensure they are equipping young people with the necessary skills sets. Scale up efforts would increase the burden on limited resources, and therefore increased sustainable funding is important for the efficacy of Youth Resource Centres. It would also be valuable for Youth Resource Centres to create linkages to employers to ensure that their training is aligned with labour market needs.

Their placement around the country distributes skill development in both urban and rural areas. However, more nuance is required in the scale up strategy than placing one in each district. Different districts contain different numbers of young people, and different numbers likely to access to such centres, thus resources need to be tailored accordingly. Furthermore, the skills taught in different Youth Resource Centres should be tailored according to the demands of the labour market in that area and a blanket approach to courses in each centre is not sufficient to maximize the relevance of skills taught. However, it is important to balance this approach to ensure that young people still have access to a diverse range of skills training so that they are not only limited to skills demanded in their area. Specialized training can still be provided in particular areas for particular skills, while a more generalized range of skills training is available to young people.

The Ministry of Technology and Science has better funded skills centres, sometimes in similar locations to Youth Resource Centres of the Ministry of Youth, Sports and Arts. It is critical to avoid duplication of efforts but instead to collaborate where possible and ensure maximum value is being brought to young people through the resources available to both ministries and their skills and resource centres.

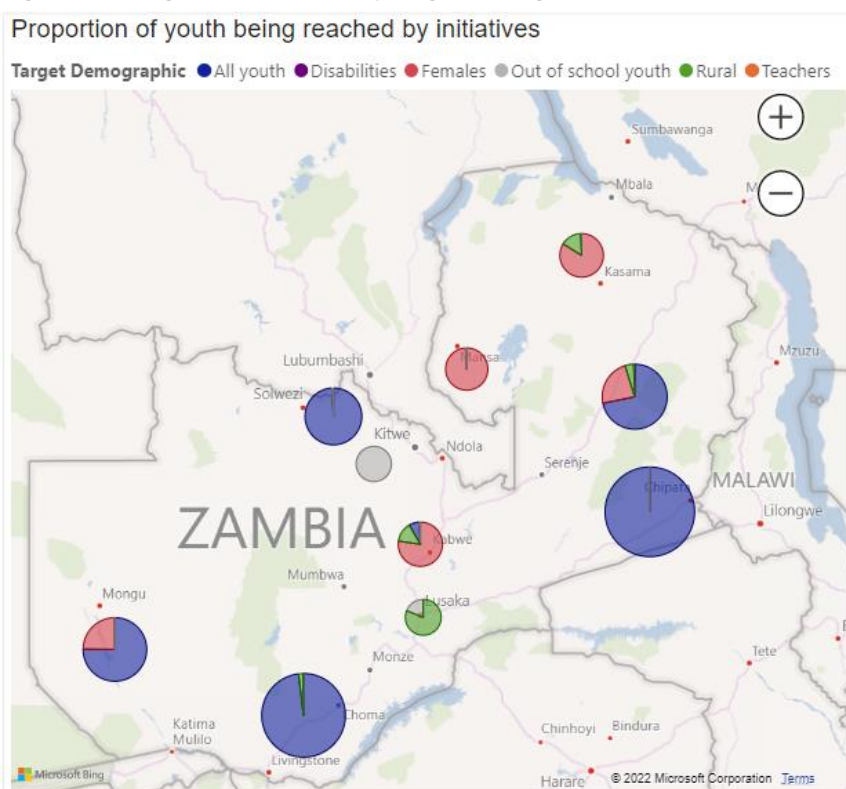
One idea is to reconceptualise youth resource centres to include youth hubs in places where youth were already gathering on a regular basis. Rather than focussing exclusively on scaling-up new brick-and-mortar youth resource centres, which are resource intensive, youth hubs could be introduced in schools, churches, sports grounds and other community centres. For example, schools could be used for training and youth development activities during school holidays and weekends. Churches could become involved in running youth skills programmes using their facilities and resources. Sports grounds, where young people already gather, could initiate inclusive, youth skills focused programmes. This approach would reduce the costs of developing youth resource facilities, and would mobilise existing community resources to support youth skills development.

Importantly, obstacles were identified to this approach, noting that often the management of places like schools and sports grounds do not have the permissions and capacity to monitor and support additional use of the facilities. Support and leadership would need to be provided from above to assist these facilities to repurpose for youth development, providing additional resources and changing rules and regulations of use.

### Mainstreaming disability inclusion into programming

There is currently some level of programming for a range of population groups across Zambia. The map below demonstrates the geographic spread of programming across different demographic types of population group relevant to upskilling young people, including youth with disabilities, females, out-of-school youth, rural youth and teachers.

**Figure 14: Programmatic reach by target demographic**



As demonstrated by the map, most programming does not target any specific group but instead focuses on all youth. However, when compared to other vulnerable groups, there is a relatively significant reach of programming with representation in the West, Central and Northern Provinces. Rural youth appear targeted in the Central, Copperbelt and Eastern regions, but less so in the West. Out-of-school youth are represented to some extent by Youth Resource Centres, but these are constrained by the factors outlined in the above section and would benefit from these suggestions particularly since they are looking to scale them across the country.

The most significant gap appears in programmes that target youth with disabilities: just two programmes were included in the scope of the landscaping, which amounted to only US\$2.6 million in funding allocated specifically for youth with disabilities. Thus, substantial programming for youth with disabilities across the entire country is needed. It is recommended that youth with disabilities are considered in all programming previously recommended. Furthermore, disability friendly policies and infrastructure accompany efforts for scale up and reform. In addition, Finally, better data and information on the nature of disabilities and the number of disabled



young people in Zambia can assist in further improve planning for accessibility of services for these disabled young people.

During the stakeholder engagement process, many young people identified sports activities as an essential part of their development, and noted that girls, young women and disabled young people were often not able to participate in these activities. It was suggested that, since many communities already run sports programmes and activities, that these programmes should be made more inclusive, particularly to provide opportunities for young people with disabilities to play sports. Participants were excited about the potential for sports to empower disabled young people to be active in their communities, and to break down stigmas by demonstrating their capabilities and agency through such activities.

### Programming for ‘older’ youth

In order to evaluate programmes across different age groups in Zambia, programmes have been categorized according to the approximate target age range of the youth group that they serve. This includes programmes targeting ages 10–14, 10–19, 20–24 and all youth.

**Figure 15: Programmatic reach by target age group**



As demonstrated by the map, the programmes with greatest reach in Zambia are for both age groups 10–14 years and 10–19 years. This indicates a focus on the skills development of adolescent age groups, which is an important age group to target. The most notable gap in programming appears for ‘older’ youth, in other words those between 20 and 24 years old.

Recommendations to target older youth can be found in the above sections, namely the development of two new programmes which focus on these older age groups and the issues that face them more than younger age groups: the entrepreneurship skills development (and funding) programme, and the job matching platform. Furthermore, it is important that efforts are made to bring in older youth to programming which targets all youth. In the portfolio, this includes: NYDC–Internship and Apprenticeship programme, TechIQ Code-IT Courses, YouthLead programme, and Zambian Girls 2030 job fairs and career days.

## Scaling digital and technical skills programmes

Alongside target age group and target demographic, it is also important to evaluate the geographic spread of initiatives by skill type. The below map illustrates the reach of programmes which focus on the following skills: digital skills, entrepreneurship, foundational skills, technical and vocational skills, and transferable skills.

**Figure 16: Programmatic reach by skill type**



As demonstrated by the map, programming that focuses on foundational skills dominates programmatic reach, particularly in rural areas. It is positive to see a substantial amount of foundational skill programming across geographies given that every student needs these skills to support skill development in other areas. Other types of skills-specific programmes are lacking; entrepreneurship, digital and transferable skill programmes appear limited throughout the country, whereas technical and vocational skills programmes are largely constrained to the Copperbelt, Central and Lusaka Provinces.

There is an opportunity to create new programmes for these skill types throughout the country, and to scale existing technical and vocational programmes. Solutions to do this appear within our portfolio, including the scaling of technical and vocational programmes such as NYDC and Musika Development Initiatives as well as the reform of Youth Resource Centres. It is imperative to ensure the efforts to scale these programmes involve bringing them to other areas and adjusting their programmes according to the needs of the local area. Furthermore, opportunities for new programmes and scale appear in other skills types, including digital, where TechIQ Code demonstrates capacity for scale and an opportunity appears for higher level, non-specialist digital skills.

### 3.2.3. Systems Change

Youth systems are inherently complex and must take into account technical, political as well as demographic and national/international labour market factors and fluctuations. Fundamentally, they also need to be forward-thinking and ambitious to prepare students for the unknown labour market of tomorrow.

The fragmented state of the Zambia skills sub-sector does not allow for adequate service delivery of youth skills in a number of different dimensions. In a complex interplay of different actors, the levels of interaction, coordination and mutual accountability are simply insufficient as they currently stand. Thus, the system does not function like a coherent whole but more as a disorderly combination of inputs and outputs without either clear cause/effect logic nor the means of identifying and quantifying success.

For the benefit of young people in Zambia, this system should be developed and adapted to allow it to be better placed to deliver its objectives. In this section, this report outlines some of the shortcomings in a number of these dimensions.

## Dimensions of system shortcomings

**Coherence.** The fragmented nature of the sector means it does not fit together coherently, with it being firstly a combination of private and public sector, formal and informal, and finally atomised within the public sector between at least seven ministry/quasi-governmental entities. There is no one body with an overarching mandate for youth skills development under which all the others can contribute, nor is there a coordinating entity which can bring together the numerous players in the sector to elucidate a shared vision for the sector nor to chart a path towards that vision. Different parts of the system have different objectives and achieve them to differing degrees making summative evaluation of their success very tricky.

**Coordination.** Without a shared vision and with numerous agencies involved in implementation, it is small wonder that the system lacks coordination. It is characterised by numerous parallel interventions which neither mutually reinforce nor learn from one another. The combination of parallel actors without clear leadership requires amendment through a body capable of bringing together the full range of sector objectives which codifies interventions into a large number of complementary components which as a system combine to deliver sub-sector objectives.

Examples of entities which would be able to bring together the sector holistically would be either a centre of government agency to oversee all the line ministries (e.g. the Office of the President, or the Office of the Secretary to the Cabinet) or an agency with clear links to manage the process from the perspective of the private sector but with clear inputs from the Government of Zambia (e.g. the Zambian Development Agency). These options are further outlined in the section below.

**Comprehensiveness.** As a result of the lack of coordination, there is a large amount of duplication between interventions and equally a large open space, which is not addressed by any interventions.

**Causality.** There is also a lack of robust evidence being systematically collected on approaches that have worked in the past and could be scaled up, and those which have not worked and should be amended before being iterated. Ongoing Monitoring and Evaluation (M&E) feedback loops for course correction and robust endline evaluations should be insisted upon during the design phase of programming.

**Inclusion.** Without a coherent plan, it is not possible to systematically ensure that marginalized groups are included in policy, strategy and planning. This means that the decisions about which projects should be inclusive and how they are not joined likely means that some groups are well represented while other minority groups are simply not sufficiently accounted for in terms of resources, programming or outcomes.

## Case study

The case study below is used as an example of the implementation landscape of the current youth sector policy. It provides a practical example of the system shortcomings previously outlined, in particular the issues of 'Coherence', 'Coordination', and 'Causality'.



**Figure 17: Case study illustrating Youth Sector Policy in Zambia**

Within 7km of each other, we found two separate institutions, the Kabwe Skills Training Institute (operated by the Ministry of Youth and Sports) and the Kabwe Institute of Technology (formerly Kabwe Trade, operated by the Ministry of Technology and Science) and witnessed first-hand how they were both providing electrical engineering course to their enrolled students. Both courses were licensed and moderated under TEVETA's accreditation system.

The first lesson we took from this is the level of duplication that likely occurs across Zambia between such institutions, not to mention those offering similar courses through the Ministry of Education. Parallel service delivery channels must decrease system efficiency to both government and to end users. From a resource allocation perspective, teaching two small classes ignores the economy of scale that one larger class could generate (two teachers, two sets of equipment, double accreditation from TEVETA etc). And from a students' perspective, applying for both centres in the hope of getting into one or gathering knowledge about the benefits/drawbacks/cost profiles of both centres is also inefficient. Our consultants estimated that approximately 80 per cent of the courses offered at Kabwe Skills were also offered at KIT so this problem was not limited solely to electrical engineering.

The second observation was that despite the same skills being taught, the quality of the offering from Kabwe Skills and KIT was very stark, even allowing for the fact that Kabwe Skills was offering solely a Trade Test certificate while KIT was able to offer the Diploma, Technician, Craft certificate and Trade test. This included the levels of equipment, teaching, size of classes and cost of the course. Both courses were government funded but run by different line ministries. Kabwe Skills (under MoYS) was significantly under-equipped while KIT (under MoTS) had the latest equipment recently provided by a combination of MoTS and Japanese donors. The teachers were far more qualified in KIT and the atmosphere was far more orderly. The costs of attending the KIT course were considerably more expensive than attending the Kabwe skills course, which meant that the KIT students were predominantly either on scholarships or from middle-class backgrounds. Students with low socioeconomic backgrounds were not able to afford the KIT course and instead had to settle for the lower quality Kabwe skills course. If this situation is left to continue, it will contribute to an inequitable increase in the job prospects of those who can afford higher quality TVET courses when compared to those who cannot.

The systemic shortcomings in the example above, particularly related to coherence, coordination and causality, can be solved via the implementation of a high-quality youth sector which is underpinned by the following system features. These features relate to the case study above, as well as the youth sector more broadly.

- **Assessment and accreditation.** This mandate falls under TEVETA and they are able to assess and accredit all courses in the 303 institutions nationwide. TEVETA's mandate is to regulate, coordinate and monitor youth skills. In 2021, 48,000 students were enrolled in TVET courses in Zambia. However, as TEVETA noted, there is a need to update the curriculum to develop future courses. This requires additional time and design. If the full capacity of TEVETA is on accrediting programmes, then little time is left to develop thought leadership in the sector.
- **Quality assurance.** Though TEVETA sets uniform assessments, courses are not standardized in their delivery. This means some are more/less relevant to quality and relevant skills development than others. How can the system ensure that all students have equal opportunity to develop the necessary skills, especially in light of asymmetric access to equipment and high-quality teaching?
- **Monitoring and Evaluation.** While the number of students taking courses and taking assessments is available, no organization took up the task of interrogating this information in its entirety. Are sufficient students doing the right course to lead them to valid employment options? What proportion of students were able to find meaningful work in the months/years after graduation? Which courses were particularly effective in stimulating employment and was this geographically dependent? What is needed is either an up-to-date labour force survey which incorporates these elements and detailed analysis of the information to respond to the above questions.

Further the youth sub-sector does not systematically collect nor collate the full body of existing evidence on what works in youth skills development in Zambia. Beyond this it would also be a major step forward to collaboratively set the bar on what constitutes quality summative project evaluation in future (third party,

beneficiary participation, research questions, general levels of rigour etc.) so that this can be incorporated into the design phases of all future projects. Lastly, it would be illustrative to develop a comprehensive and up-to-date a stakeholder mapping of the whole sub-sector and demonstrate both areas of potential overlap and areas of omission.

- **Knowledge management.** The catalogue of youth skills courses appears online on the TEVETA website but is it routinely communicated to youth to showcase what is available? How is best practice shared from course to course, centre to centre in the absence of a lead Ministry overseeing skills development?
- **Staff development.** Our research noted that funds available for the professional development of TVET teachers was both uneven and insufficient. This often manifested itself in the same courses being taught in the same manner year on year and even when the opportunity came to update practice, like upon the arrival of new equipment at KIT in the Case Study above, the accompanying staff training on how to use the equipment had not materialized for many months.

### 3.3. Prioritizing the portfolio

On 14 September 2022 Genesis facilitated an in-person workshop with key stakeholders in the skills development and career education ecosystem. The objectives of this workshop were to select the most promising solutions and share perspectives on how they can move from ideas on paper to actionable interventions in reality.

List of workshop participants can be found below.

**Table 3: List of participants in attendance at the Roadmap Workshop**

No.	Organization	Position
1	Munali Boys Secondary School	Pupil
2	Munali Boys Secondary School	Pupil
3	N/A	Out of school
4	N/A	Pupil
5	N/A	Out of school
6	N/A	Out of school
7	N/A	Out of school
8	MOE - DCDE	PEO - OL
9	DSIK Zambia	Senior Project Advisor
10	MOE - TESS	Assistance Director - TE
11	TEVETA	Manager
12	ZDA	Enterprise development
13	Vision	
14	Caritas Zambia	Director
15	ZCAS	
16	Munali Boys Secondary School	Teacher
17	Junior Achievement Zambia	Ex director
18	MLSS	Planner
19	MLSS	Statistician
20	EU	Project manager
21	MOE - PEOLSK	SEO
22	MOTS - DVET	Senior TEVET Officer

23	CAMFED	National Director
24	UNICEF	CP
25	Restless Development	Programme Coordinator
26	Vision Partners	CEO
27	NYDC	PR Officer
28	UNZA	Professor of Guidance and counselling
29	Ministry of Youth, Sports and Arts	Chief Youth Development Officer
30	MOE-TESS	PGO- SGS
31	MOE - TESS	SEO - CG
32	CAMFED	PM
33	Zambia Federation of Employers	HR Practitioner
34	LFE Rep	HR assistant

Participants were split into breakout groups, each tasked with ranking the solutions present in a different framework component. These breakout groups were self-assigned by participants. They were then asked to rank each solution within their framework component according to the following criteria.

**Figure 18: Solution criteria**

<b>Impact Potential</b>	<ul style="list-style-type: none"> <li>Does the intervention directly address the challenges identified?</li> <li>Will the intervention have a beneficial impact on youth today?</li> <li>Will the intervention have a beneficial impact on youth in the future?</li> </ul>
<b>Partnership Potential</b>	<ul style="list-style-type: none"> <li>Does the intervention leverage off existing opportunities and avoid duplication of effort?</li> <li>Would ecosystem stakeholders be receptive to partnership?</li> </ul>
<b>Policy Alignment</b>	<ul style="list-style-type: none"> <li>Is the opportunity area aligned to relevant policy priorities and objectives?</li> <li>Is the opportunity area largely recognized by relevant power groups and stakeholders?</li> <li>Does the opportunity area directly contravene any laws or regulations?</li> </ul>
<b>Economic Feasibility</b>	<ul style="list-style-type: none"> <li>Does the opportunity area represent value for money?</li> <li>Is the opportunity better value for money than competing opportunity areas?</li> <li>Is it likely to mobilise resources from a range of stakeholders including private sector?</li> </ul>
<b>Technical Feasibility</b>	<ul style="list-style-type: none"> <li>Do the relevant authorities have the capacity to implement the intervention?</li> <li>Is it implementation plausible given infrastructural and technological constraints?</li> <li>Are technical challenges and hurdles straightforward and cost-effective to overcome?</li> </ul>
<b>Equity and Inclusion</b>	<ul style="list-style-type: none"> <li>Which marginalised groups are intended to benefit from this opportunity area?</li> <li>Is it likely that these marginalised groups benefit from this opportunity area?</li> <li>Will these marginalised groups benefit more than average from this opportunity area?</li> </ul>

Each criterion for each initiative received a ranking between 1 and 3: 1 being the lowest possible score and 3 being the highest. The scores from each of these categories were then totalled, and each initiative was given a score out of 18. **Error! Reference source not found.** contains the ranked list of initiatives and their corresponding score.

Table 4: Proposed Initiatives and their Corresponding Scores

Initiative	Criteria						Score (out of 18)
	Impact potential	Partnership potential	Economic feasibility	Policy alignment	Equity and inclusion	Technical feasibility	
High Level, Non-Specialist Digital Skills	3	3	3	3	3	3	18
Entrepreneurship Skills Curriculum Reform	3	3	3	3	3	2	17
Skills Development Fund	3	3	3	3	2	3	17
Musika Development Initiative	3	3	3	3	2	3	17
Teaching at the Right Level – Catch Up	3	3	3	3	3	2	17
Digital Skills Curriculum Reform	3	3	3	3	3	1	16
YouthLead programme	3	3	3	3	1	3	16
Zambian Girls 2030	3	2	2	3	3	3	16
NYDC NIAP	3	2	2	3	3	3	16
Technical and Vocational Skills Curriculum Reform	3	3	3	2	3	1	15
TechIQ – IT Courses	3	3	3	3	1	2	15
Constituency Development Fund	3	3	2	3	2	1	14

Participants were also asked to suggest any proposed adaptations to the solutions, as well as any initiatives they felt should be associated with the solutions. These insights have been included in the descriptions of the solutions throughout this chapter.

## 4. NEXT STEPS

The Landscape Analysis of Skills Development and Career Education for Employability of Adolescents and Young People in Zambia provides an overview of the status of skills development and career education for young people in Zambia. Using a comprehensive evidence-base, it identifies areas where further work is needed to improve skills and employability outcomes for young people and proposes potential actions and partnerships that can contribute to those improvements.

The Landscape Analysis is a first step that provides information about where impactful improvements can be made. However, for these findings to be taken forward and for improvements to be realized, the following important questions will now need to be answered:

- To which of the areas for improvement identified in the Landscape Analysis should the Government of Zambia and its partners allocate resources?
- Who is best placed to lead the programme and take it forward successfully?
- What specific tasks need to be completed to make the objectives a reality?
- What resources, including financial, skills and capacity, will these tasks need?
- Where will these resources come from?
- Which departments, partners and personnel should be responsible for their implementation?
- How long will these tasks take and how should they be sequenced?
- How should we monitor progress and make sure that our actions are supporting our objectives?

These questions, which provide a framework for implementation, should be the subject matter of the National Skills Development Framework for Zambia.

This section provides guidance and recommendations on the next steps that can be taken to 1) conclude the Landscape Analysis process, 2) initiate the process for developing a National Skills Development Framework for Zambia and 3) based on the findings of the Landscape Analysis, outline the content that should be included in the National Skills Development Framework.

It includes the following recommendations:

Next steps
<ul style="list-style-type: none"> <li>• Initiate the Skills Development Framework when the Landscape Analysis is concluded.</li> <li>• Obtain high-level buy-in and support from key stakeholders in the Government of Zambia to ensure the Skills Development Framework has strong leadership, which is able to coordinate across line ministries and the private sector.</li> <li>• Confirm assignment of responsibility for the Skills Development Framework.</li> <li>• Outline and approve the proposed content of the Skills Development Framework.</li> <li>• Obtain permissions and support for the relevant department/s and staff to begin establishing a stakeholder network to support the Skills Development Framework.</li> </ul>

## 4.1. Maintaining momentum

To maintain the momentum built from the Landscape Analysis process, the Skills Development Framework should be initiated at the same time that the Landscape Analysis is concluded.

To take advantage of the forward momentum generated by the Landscape Analysis development process and the associated stakeholder engagement activities, the development of the National Skills Framework should start as soon as possible.

The Landscape Analysis report will need to be accepted and approved via the relevant channels in the Ministry of Education (MoE) to conclude the project. We recommend that this report should be accompanied by the actions and next steps required to initiate the Skills Development Framework, so that these can be approved at the same time as the Landscape Analysis is accepted.

The following items should accompany the Landscape Analysis report for approval:

- The proposed assignment of responsibility for the Skills Development Framework within the MoE, including the relevant department/s and staff.
- An outline of the proposed content of the Skills Development Framework.
- A proposed funding source (either internally or from a development partner) for the Skills Development Framework project.
- Permissions and support for the relevant department/s and staff to begin establishing a stakeholder network to support the Skills Development Framework.

## 4.2. Assigning responsibility

The development and implementation of the National Skills Development Framework will need support, participation and implementation from multiple government departments, development partners and the private sector. To provide the department/s and staff conducting the Skills Development Framework with the support and authority needed to coordinate across the sector and bring stakeholders together, we recommend that the Landscape Analysis and the National Skills Development Framework be approved at the highest levels of authority in the Ministry of Education.

## 4.3. Proposing content

Based on the evidence generated by the Landscape Analysis, and the process of stakeholder consultation, we recommend that the Skills Development Framework should include the following content:

- **Selection of youth skills priorities.** From the areas of potential improvement and the proposed solutions identified in the Landscape Analysis, a small number of priorities should be chosen. These should be areas where improvements will be impactful and stakeholders across the sector can be mobilized to contribute and support. Because stakeholders across government, development partners and the private sector will need to be involved in implementation, these groups should be given the opportunity to contribute to the selection of these priorities.



- **Costing and resourcing of youth skills solutions.** To inform the selection and implementation of priorities, cost estimates for youth skills solutions and activities should be undertaken. If needed, potential sources of funding, considering development and private sector resources, and funding mobilization strategies can be included.
- **Additional youth skills and employment sector data and data collection systems.** Real-time data collection on youth skills and employability will be needed to inform decisions and to monitor progress. Easily understandable dashboards should be developed for areas such as TVET, youth skills and sector trends. Indicators should be shared widely with stakeholders. These dashboards can build upon those compiled in the process of this assignment, with data points being updated via the indicator sources provided in the high-level dashboard and mapping report. Data collection systems and processes, which enable key stakeholders to update essential data and indicators, should be designed and put in place to ensure that youth skills data is collected and shared continuously and timeously going forward. Data collection systems and processes should be tailored to meet the specific needs and capacities of the government stakeholders responsible for managing youth skills data in the medium term. Where needed, training, capacity building and knowledge transfer should take place to ensure that the responsible department/s and staff have the skills and knowledge to own and manage data collection indefinitely.
- **Youth skills and employment policy and regulatory environment.** There are many policies and laws that apply to the youth skills and employability sector. The policy and regulatory environment should be assessed to identify where 1) new policies and regulations are needed, and 2) where current policies and laws need to be changed to support youth skills and employability objectives. Policy opportunities, such as the revision of the National Youth Policy, should be used to include youth skills and employability objectives across the sector.
- **Youth skills and employability sector governance, planning and decision-making bodies.** The youth sector in Zambia involves many government ministries and departments, private sector stakeholders and development organizations. This fragmentation poses a challenge to coordinating and harnessing efforts to improve youth skills and employability. Potential options, considering appropriateness and workability, should be proposed for establishing a youth sector governance structure that could drive and oversee the National Skills Development Framework.
- **Youth skills implementation plan with assigned responsibilities.** An implementation plan should be developed which breaks down the National Skills Development Framework objectives into discrete, clear and implementable project tasks. These tasks should be assigned to department/s, stakeholders or staff, and engagement and partnership work should be done to make sure that the assigned stakeholders are accountable for implementing their actions and appropriately resourced to complete them.
- **M&E Framework.** An M&E framework should be developed to 1) monitor the progress of the Skills Development Framework implementation plan to make sure that responsible stakeholders are completing their tasks, and to identify bottlenecks and challenges to progress; and 2) to monitor the outcomes and impacts of the Skills Development Framework to make sure that the implementation and activities of stakeholders are improving the situation of young people in Zambia.

## 4.4. Establishing stakeholder networks

To harness the enthusiasm and momentum generated by the Landscape Analysis stakeholder and youth engagement processes, we recommend that work should begin immediately on establishing a youth sector

stakeholder network. This work can begin independently of the project to develop the skills framework. Solidifying and establishing connections with partners within government, development and the private sector will provide a useful and important network to support and inform the National Skills Development Framework and can provide an opportunity to raise the priority of youth skills and employability across the sector.

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