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الرابطة لأجل تطوير التربية في إفريقيا  
Association for the Development of Education in Africa  
Association pour le développement de l'éducation en Afrique  
Associação para o Desenvolvimento da Educação em África

# **ZAMBIA COUNTRY REPORT FOR THE 2014 MINISTERIAL CONFERENCE ON YOUTH EMPLOYMENT**

How to Improve, Trough Skills Development and Job Creation,  
Access of Africa's Youth to the World of Work

**Abidjan, Côte d'Ivoire, 21-23 July, 2014**



Ministry of Education, Science, Vocational Training and Early Education, Zambia

# Zambia Country Report

(Final Draft)

## YOUTH EMPLOYMENT POLICIES AND MECHANISMS FOR INTEGRATION INTO THE WORKFORCE AND JOB CREATION

INTER-COUNTRY OF EXPERTS SEMINAR OF ICQN/TVSD  
ON YOUTH EMPLOYMENT IN AFRICA

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## **Tables of Acronyms**

CTEVT – Commission for Technical Education and Vocational Training

DRC – Democratic Republic of Congo

ICQN – Inter-Country Quality Node

NEET – Not in Education, Employment, or Training

TEVET – Technical Education, Vocational and Entrepreneurship Training

TEVETA – Technical Education, Vocational and Entrepreneurship Training Authority

TVET – Technical and Vocational Education and Training

TVSD – Technical Vocation and Skills Development

UNESCO – United Nations, Education, Scientific and Cultural Organization

UNIP – United National Independence Party

## Executive Summary

Zambia is a country covering an area of 752,612 square kilometers (*about 2.5 percent of Africa*) located in the Southern African region. It shares borders with eight (8) countries namely: the Democratic Republic of Congo (DRC), Tanzania; Malawi, Mozambique; Zimbabwe, Botswana, Namibia and Angola. Its origins are traced to the late nineteenth century, when the British South Africa Company administered various parts of what was to become Northern Rhodesia. In 1924, the British Colonial Office assumed responsibility for administering the territory. It got political independence from the British Government on October 24<sup>th</sup> 1964. Its population has grown from just under 4 million at independence to about 14 million in 2012. Age group 15 years and below accounted for 45.4% of the total population in 2010. The Preliminary results for the 2012 Labour Force Survey<sup>1</sup> established an estimated total population of Zambia 14,365,719; out of this, age group 34 years and below accounted for about 81%. The youth population, that is age group 15 to 34 years, accounted for 86% of a Labour force population estimated at 5,845,250; while age group 15 to 24 years only, accounted for **52%** of the total labour force population; about 98% of this population group were not in tertiary education. Based on average annual TEVET enrolment of 32,527 for the period 2008 to 2011, only about 0.6% of the total labour force population were enrolled in TEVET annually<sup>2</sup>,

Out of a total estimated population of 1,737,023, for age group 15 to 24 years in 2012, unemployment rates were 13.9% for age group 15 to 19 years and 16.3% for age group 20 to 24 years<sup>3</sup>, giving an average of 15.2% for the age range. However, the majority of those employed were in informal employment, whose job quality standards were usually low relative to International Labour Organisation's (ILO) standards for decent work. From available data, the proportion of age group 15 to 24 years not in tertiary education in 2009 was about 98%. The factors which reportedly prevented employers from employing Zambian youths included the following:

- a) Lack of relevant skills and qualifications;
- b) Lack of work experience and the relevance of previous jobs held.
- c) Poor attitudes and behaviors of youths – *especially in construction*;
- d) Cost of in- house training (*ie. high cost*);
- e) Absence of a functional labour market information system;
- f) Access to domestic credit – (*ie. was rather difficult and prevented enterprise expansion which would have in turn opened up employment opportunities for youths;*)

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<sup>1</sup> Preliminary Results 2012 Labour Force Survey (May 2013) Central Statistical Office, Zambia (pp.4)

<sup>2</sup> 2011 TEVETA Annual Report (2012), Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA), Zambia (**NB.** TEVET is a statutory regulator under the Ministry of Education, Science, Vocational Training and Early Education) (pp.14)

<sup>3</sup> Preliminary Results of the 2012 Labour Force Survey, Central Statistical Office, Zambia (pp. 15)

- g) Operational costs – *rather high for inputs such as energy resulting in stifled enterprise expansion;*
- h) Lack of fiscal incentives to support youth employment creation.

With regard to employment distribution, in 2012, Agriculture, forestry and fisheries industries accounted for 56% of persons employed; this was followed by trading at 12.2%, household/domestic workers at 6.8% and manufacturing at 4.1%.

The Technical Education, Vocational and Entrepreneurship Training (TEVET) policy, has been the main instrument for facilitating the school-to-work transition for youths. It has an embedded two career pathway system; namely:

- a) Salaried Worker career pathway;
- b) Entrepreneur/Employer career pathway;

Since inception, the policy has opened the possibilities of flexible entry and exit from TEVET system through introduction and promotion of multiple learning pathways or training systems as well as entrepreneurship training as a means to facilitating and encouraging self-employment. The following initiatives though still at formative stage are building on the broad TEVET Policy to enhance systems for promoting the school-to-work transitions for youths:

- a) Industrialization and Job creation Strategy (**NB.** *With a target to create at least 1,000,000 jobs by 2016;*)
- b) Introduction of the vocational training system in the secondary school system whose inception year is 2014;
- c) The Youth Development Fund under the Ministry of Youth and Sport – in which TEVET intervention is one critical input;
- d) My Job + 1 Business Challenge programme launched in 2014; (**NB.** *An Entrepreneurship skills competition programme*)

Absence policy implementation harmonization among various stakeholders both public and private, has resulted in a deficient entrepreneurship development ecosystem, which is critical for youth employment creation by both youths as well as adults. Key elements of an entrepreneurship development ecosystem includes: economic clusters and business incubation services. Unity of effort has potential to make a difference in ensuring that TEVET delivers on its potential to lead and drive inclusive economic growth and job creation. The newly promulgated policy on Industrialization and Job creation, which among other targets seeks to create at least 1,000,000 jobs by 2016, presents a potential advocacy platform for cultivating and maintain a coherent ecosystem for supporting a youth entrepreneurship and innovation driven job creation programme for Zambia.

The design of the TEVET Policy has had a thread of youth employment promotion running through on account of mainstreaming entrepreneurship in all TEVET curricula. All policy makers and stakeholders should strive to create and sustain a supportive environment.

Going forward, the country will strive to continue to expand the TEVET system to increase access by youths, while at the same time ensuring quality, cost and operational efficiency.

## **1.0 Introduction.**

Zambia is a country covering an area of 752,612 square kilometers (about 2.5 percent of Africa). It lies between 8 ° S and 18 ° S, and between 20 ° E and 35 ° E, and shares borders with eight (8) countries namely: the Democratic Republic of Congo (DRC) and Tanzania in the north; Malawi and Mozambique in the east; Zimbabwe and Botswana in the south, Namibia in the southwest and Angola in the west. Zambia's time zone is +2hours of GMT.

It has a tropical climate and vegetation with three distinct seasons: the cool dry winter from May to August, a hot dry season during September and October and a warm wet season from November to April.

Among the main river water sources in Zambia are the Zambezi, Kafue, Luangwa and Luapula. The country also has major lakes such as Tanganyika, Mweru, Bangweulu and the man-made Kariba. The northern part of the country receives the highest rainfall with an annual average ranging from 1,100 mm to over 1,400 mm. The southern and eastern parts of the , ranging from 600 mm to 1,100 mm annually, which often results in droughts.

### **1.1 Political History**

Historical and archaeological evidence indicates that by the year 1500, much of modern Zambia was occupied by Bantu-speaking horticulturalists, farming people who were ancestors of the present inhabitants. In the late nineteenth century, the British South Africa Company administered various parts of what was to become Northern Rhodesia. In 1924, the British Colonial Office assumed responsibility for administering the territory, and in 1953, Northern Rhodesia (Zambia) and Southern Rhodesia (Zimbabwe) joined Nyasaland (Malawi) to form the Central African Federation of Rhodesia and Nyasaland, despite opposition from the African population in these countries at the time. The Federation was, eventually dissolved in 1963.

On 24<sup>th</sup> October 1964, Zambia gained political independence and adopted a multiparty system of government with Dr. Kenneth David Kaunda as founding President under the United National Independence Party (UNIP). In December 1972, Zambia became a one-party state. However in 1991, Zambia reverted back to multi-party political system and has remained so. The political party in power is the Patriotic Front and current Republican President, is His Excellence Michael Chilufya Sata.

### **1.2 Administration**

Administratively, the country is divided into ten (10) provinces. Of the ten (10) provinces, two are predominantly urban, namely Lusaka and Copperbelt provinces. The remaining provinces-Central, Eastern, Northern, Luapula, North Western, Western, Muchinga, and Southern-are predominantly rural provinces. Lusaka is the capital and lies at 1,277 meters above sea level .The country uses the metric system of measurement and has 7 official languages, English, Bemba, Tonga, Nyanja, Lozi, Luvale, Lunda, Kaonde.

Zambia is a Republic headed by an executive President who is elected by universal suffrage for a maximum term of two five-year terms. The Government is made up of three independent wings, the Executive, the Legislature and the Judiciary.

The President and his cabinet form the executive. The President appoints the Republican Vice-president and Cabinet Ministers from within the National Assembly or from among nominated members of the National Assembly. The National Assembly/ Parliament forms the Legislature. The National Assembly is comprised of 150 members elected by universal suffrage for a five-year term. The speaker of the National assembly is elected from among the members of the House. In addition the President has the discretion to nominate 8 members to the National Assembly. The judiciary forms the third wing of Government and is headed by the Chief Justice, appointed by the President. The President also appoints judges to sit on the Supreme Court and High Courts for Zambia

### **1.3 Demographics**

The 1980, 1990, 2000 and 2010 national censuses reported total populations of 5.7 million, 7.8 million, 9.9 million and 13 million respectively. Age group 15 years and below accounted for 45.4% of the total population in 2010. In the 2012 Preliminary Labour Force Survey Report the total population of Zambia was estimated at 14,365,719; out of this, age group 34 years and below accounted for about 81%.<sup>4</sup>

### **1.4 Economy**

The national currency is the Zambian Kwacha (ZK)= 100 Ngwee. Zambia has a mixed economy consisting of a modern urban sector that, geographically, follows the old line of rail and a rural agricultural sector. Copper mining is the country's main economic activity, accounting for the bulk of export. The country is currently the revised Sixth National Development Plan which has Industrialization and Job creation as one of key programme for youth employment promotion.

This report has been prepared provides some pertinent data and information on education and training related initiatives designed to empower Zambian youths so that they play productive and significant in national development and wealth creation. The Technical Education, Vocational and Entrepreneurship Policy under the Ministry of Education, Science, Vocational Training and Early Education, and the youth empowerment programme under the Ministry of Youth and Sport provide the principal instruments for youth employment promotion. The Industrialization and Job creation Strategy being implemented in the context of the revised Sixth National Development Plan has among other a development target of creating at least 1 million formal sector jobs by 2016. One of the imperatives to ensure this target is realized will be for the TEVET sector to supply competent, motivated and committed graduates for the entrepreneur/career pathway. The bottom line is to create an ecosystem or supportive environment for technical and entrepreneurship training which will enable youths to lead and drive job and enterprise creation in the Zambian economy.

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<sup>4</sup> Preliminary Results 2012 Labour Force Survey (May 2013) Central Statistical Office, Zambia (pp.4)

Overtime the following complementary policy instruments have been developed and deployed:

- a) Introduction of a vocational training stream in the secondary school;

## 2.0 Statistical Summaries

### 2.1 Basic information on the employment situation of young people (quantitative data)

The Preliminary Results of the 2012 Labour Force Survey for Zambia<sup>5</sup> estimated the total population to be 14,365,719; out of this, age group 15 years and below, accounted for 45.3% of the total population; while age group 34 years and below accounted for 84.5% of the total population. The Labour force population which is age group 15 years and above was estimated at a total of 5,845,250, out of which age group 15 to 34 years accounted for about 86%. This represented a marginal increase on the figures provided by the 2008 Labour Force Survey report<sup>6</sup>, where for a total Labour force population of 5,413,518, the youth, which is age group 15 to 34 years had accounted for 82%<sup>7</sup>. These demographics do however point to the continuation of this pattern for some time to come. Table 1 provides a summary illustration for the Labour force population proportion growth of 4% between 2008 and 2012.

Table 1: Proportion or percentage of youth in the Zambian Labour force population.

Labour Force Survey Report Year	Total Labour Force Population (ie. 15 years & above - economically active)	Youth (ie. 15 - 34 age group) proportion (%)
2008	5,413,518	82
2012	5,845,250	86

**Sources:** 2008 Labour Force Survey Report, & 2012 Preliminary Labour Force Survey Report (Zambia)

#### 2.2.1 Percentage of discouraged “young people

There are no explicit statistics measuring the number or proportion of discouraged “young people”. The available statistics are those pertaining to un-employment within the age group 15 to 24 years. This is a group representing first time labour market entrants, and is what has been adopted as the age group representing the “young people”. Out of a total estimated population of 1,737,023, about 15.2% were un-employed. It must be borne in mind however, that with informal employment accounting about 88.7%, the quality of jobs accounting for the 84.8% employed youth, was that associated with the informal sector; thereby raising the likelihood of “discouragement”.

<sup>5</sup> Preliminary Results of 2012 Labour Force Survey Report (2013) Central Statistics Office, Zambia

<sup>6</sup> 2008 Labour Force Survey Report (2010) Central Statistics Office, Zambia

<sup>7</sup> According to the African Union definition of a youth, the upper age limit is 35 years; 34 years has been used being the according to the stratification used in the Labour Force Survey reports.

Table 2: Percentage of unemployed and discouraged young people;

Age Group	Total Population	Percent Un-employed (%)	Total Un-Employed
15-19	782,329	13.9	108,744
20-24	954,694	16.3	155,615
<b>Total:</b>	<b>1,737,023</b>	<b>15.22</b>	<b>264,359</b>

Source: 2012 Preliminary Labour Force Survey Report

It should be noted that : Age group 15 to 24 years accounted for 52% of the total labour force population then estimated at **5,845,250** in the Preliminary results of the 2012 Labour Force Survey.

## 2.2.2 Percentage of Not in Education, Employment or Training (NEET)

Explicit Statistics on young people Not in Education, Employment or Training (NEET) are not available. The ones used have been derived from available statistics on tertiary education enrolments contained in the Sixth National Development Plan (SNDP) and the annual report of the Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA). From available data, the proportion of age group 15 to 24 years not in tertiary education in 2009 was about 98%. With regard to un-employment, the 2012 Preliminary Labour Force Survey Report indicated rates of 13.9% for age group 15 to 19 years and 16.3% for age group 20 to 24 years.<sup>8</sup> It should be noted that the “**Not in Employment**” statistics for the aggregated age group 15 – 24 were not available.

Table 3: Proportion of Age group 15 to 24 years in tertiary education and not in tertiary education.

Tertiary Education Sub-Segment/Total 15 – 24 Age group population	2009 Enrolment <sup>9</sup>
Technical Education, Vocational and Entrepreneurship Training (TEVET)	33,399
Higher/University Education	19,806
<b>Total Tertiary Education (2009):</b>	<b>53,205</b>
2008 Population of Age Group 15 – 24 <sup>10</sup>	2,663,332
<b>2009 Population of Age Group 15 – 24 (Est.)</b> <i>(NB. Normal population average growth rate of 2.9% assumed of 2008 population)</i>	<b>2,740,569</b>
<b>Proportion of Age group 15 - 24 in Tertiary Education (%)</b>	<b>2</b>
<b>Age Group 15 – 24 years Not in Tertiary Education Proportion (%)</b>	<b>98%</b>

According to the 2011 Annual Report of TEVETA, the percentage of young people in formal vocational training or TEVET was about 0.6% of the total labour force population. This was based on an average annual TEVET enrolment of 32,527 which was for the period 2008 to

<sup>8</sup> Preliminary Results of the 2012 Labour Force Survey, Central Statistical Office, Zambia (pp. 15)

<sup>9</sup> 2011 – 2015 Sixth National Plan document, Ministry of Finance, Zambia (pp. 92);

<sup>10</sup> 2008 Zambian Labour Force Survey Report, Central Statistical Office, Zambia (pp. 18)

2011<sup>11</sup>, against a total labour force population of 5,386,118 stated in the 2012 Preliminary Results Labour Force Survey Report by the Central Statistical Office (CSO). No reliable and coherent statistics were available for the following youth employment patterns:

- a) Percentage of young people who find employment on completing vocational training or TVET;
- b) Percentage or number of young people in traditional or modern apprenticeships;
- c) Percentage of young people joining the formal economy;
- d) Percentage of young people joining the informal economy.
- e) Percentage of young people who have never been to school but have attained age 15 years and therefore matured to enter the Labour force population;

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<sup>11</sup> **2011 TEVETA Annual Report** (2012), Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA), Zambia (**NB.** *TEVETA is a statutory regulator under the Ministry of Education, Science, Vocational Training and Early Education*) (pp.14)

## 2.2 Basic information on the labor market (quantitative data)

The primary industry sectors of Agriculture, Forestry, Fisheries and Mining accounted for close to 68% of employment; about 80% of the employment for the primary sectors was in rural areas. Females had a slight dominance compared to males in Agriculture, Forestry and Fisheries. A combination of Manufacturing and construction accounted for the majority of the employment in the secondary sector. For the tertiary sector, Trading accounted for the majority of the employment population at 12.2%. (Ref. Table 4).

**Table 4:** Employment distribution by industry, rural, urban, and gender.

Industry	Category <sup>12</sup>	Total			Rural			Urban			Aggregate
		Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female	
<b>Zambia Total (%)</b>		<b>100</b>	<b>5,386,118</b>								
Agriculture, forestry and fisheries	Primary	56	51.9	60.6	80.3	77.9	82.6	12.2	11.1	13.6	3,005,855
Mining and quarrying	Primary	1.7	2.7	0.5	0.4	0.6	0.2	4	6.1	1.1	90,003
Manufacturing	Secondary	4.1	5.4	2.7	2.2	2.6	1.9	7.6	9.9	4.4	221,746
Electricity, gas, steam and air conditioning supply	Secondary	0.2	0.3	0.1		0.0	0.1	0.6	0.8	0.3	12,188
Water Supply Sewerage, waste management and remediation activities	Secondary	0.3	0.3	0.3	0.3	0.2	0.4	0.4	0.5	0.2	17,032
Construction	Secondary	3.7	6.8	0.3	1.8	3.5	0.2	7.3	12.1	0.7	201,149
Trade, wholesale and retail distribution	Tertiary	12.2	10.7	13.7	5.3	5.1	5.5	24.5	19.5	31.2	652,143
Transportation and storage		2.6	4.6	0.5	0.7	1.2	0.2	6.1	9.8	1.1	140,260

<sup>12</sup> Adopted a classification of industries using the following categories: primary, secondary, tertiary and quaternary (Ref.: <http://www.bbc.co.uk/schools/gcsebiyesize/geography/economicchange/characteristicsindustryrev1.shtml>)

**Table 4:** Employment distribution by industry, rural, urban, and gender. *(NB. Continued)*

Industry	Category	Total			Rural			Urban			Aggregate
		Both Sexes	Male	Female	Both Sexes	Male	Female	Both Sexes	Male	Female	
<b>Zambia Total (%)</b>		<b>100</b>	<b>5,386,118</b>								
Accommodation and food service activities	Tertiary	1.2	1.1	1.4	0.3	0.3	0.4	2.8	2.3	3.5	65,528
Information and communication		0.8	0.9	0.7	0.7	0.6	0.8	1	1.3	0.7	42,717
Financial and Insurance Activities		0.3	0.3	0.3	0	0	0	0.7	0.7	0.8	14,911
Real estate Activities	Tertiary	0.1	0.1	0.1	0	0	0	0.4	0.3	0.4	7,890
Professional, Scientific and technical activities	Tertiary & Quaternary	0.3	0.4	0.2	0.2	0.3	0.1	0.7	0.7	0.6	18,761
Administrative and support services	Tertiary	1.1	1.8	0.3	0.2	0.4	0.1	2.6	4	0.7	57,339
Public Administration and Defense, Compulsory social security	Tertiary	1.1	1.7	0.5	0.3	0.4	0.2	2.7	3.6	1.4	61,389
Education	Tertiary	2.8	2.8	2.9	1.6	2.1	1.1	5	3.8	6.6	151,009
Human Health and Social Work	Tertiary	1.2	1	1.5	0.4	0.4	0.4	2.7	1.8	3.8	65,319
Arts, Entertainment and Recreation	Tertiary	0.2	0.3	0.2	0.1	0.2	0	0.5	0.5	0.5	13,216
Other service activities[1]		2.9	2.5	3.4	1.8	1.7	2	4.8	3.6	6.5	155,912
Activities of household as Employers	Tertiary	6.8	4.3	9.7	3.3	2.4	4.1	13.3	7.2	21.7	366,985
Activities of extraterritorial organization and bodies [2]	N/A	0.1	0.1	0	0	0	0	0.2	0.3	0.1	4,009
Not stated	N/A	0	0								20,757

**Source:** 2012 Preliminary Labour Force Survey Report, Central Statistics Office, Zambia

### 2.2.1 Percentage Informal Employment.

Informal employment accounted for 88.7% of persons employed in 2012. This represented a marginal drop from the 90% recorded in the 2008. Private households accounted for 37% of informal employment, with private businesses inclusive of farms accounting for 55.5%. Table 5, provides details by industry sector.

**Table 5:: Percentage Distribution of the Currently Employed Persons by Industry and Type of Employment, Zambia 2012**

Industry Sector	Type of employment				Aggregate Employment
	Formal employment		Informal employment		
	Number	Percent	Number	Percent	
<b>Zambia Total</b>	<b>610,714</b>	<b>11.3</b>	<b>4,775,404</b>	<b>88.7</b>	<b>5,386,118</b>
Central government	211,830	89.1	25,926	10.9	237,756
Local government	19,649	62.7	11,713	37.3	31,362
Parastatal	41,720	73.8	14,803	26.2	56,523
NGO or Church	17,602	46.5	20,262	53.5	37,854
Private business or farm	305,200	10.2	2,677,393	89.8	2,982,593
Embassy, international org.	4,642	55.2	3,771	44.8	8,413
Private household	9,784	0.5	2,005,178	99.5	2,014,962
Producer cooperative	218	7.3	2,749	92.7	2,967
Not Stated	69	0.5	13,619	99.5	13,688

**Source:** CSO, Labour Force Survey, 2012

At 98.4%, Agriculture, Forestry and fisheries was the sector with the highest proportion of informal employment. This sector was followed by households as employers at 97.1% and Trading at 95.1%. Table 6 provides some details.

**Table 6:** Percentage Distribution of the Currently Employed Persons by Industry and Type of Employment, Zambia 2012

Industry	Type of employment				Aggregate Employment
	Formal employment		Informal employment		
	Number	Percent	Number	Percent	
<b>Zambia Total</b>	<b>610,714</b>	<b>11.3</b>	<b>4,775,404</b>	<b>88.7</b>	<b>5,386,118</b>
Agriculture, forestry and fisheries	48,608	1.6	2,957,247	98.4	3,005,855
Mining and quarrying	63,866	71.0	26,137	29.0	90,003
Manufacturing	55,364	25.0	166,382	75.0	221,746
Electricity, gas, steam and air conditioning supply	10,328	84.7	1,860	15.3	12,188
Water supply, Sewerage, waste management and remediation activities	4,676	27.5	12,356	72.5	17,032
Construction	19,024	9.5	182,125	90.5	201,149
Trade, wholesale and retail distribution	32,061	4.9	620,082	95.1	652,143
Transportation and storage	33,930	24.2	106,330	75.8	140,260
Accommodation and food service activities	21,647	33.0	43,881	67.0	65,528
Information and communication	11,546	27.0	31,171	73.0	42,717
Financial and Insurance Activities	10,906	73.1	4,005	26.9	14,911
Real estate Activities	380	4.8	7,510	95.2	7,890
Professional, Scientific and technical activities	9,228	49.2	9,533	50.8	18,761

**Table 6:** Percentage Distribution of the Currently Employed Persons by Industry and Type of Employment, Zambia 2012 (Continued)

Industry	Type of employment				Aggregate Employment
	Formal employment		Informal employment		
	Number	Percent	Number	Percent	
Administrative and support services	41,726	72.8	15,613	27.2	57,339
Public Administration and Defence, Compulsory social security	50,164	81.7	11,225	18.3	61,389
Education	122,966	81.4	28,043	18.6	151,009
Human Health and Social Work	44,857	68.7	20,462	31.3	65,319
Arts, Entertainment and Recreation	3,735	28.3	9,481	71.7	13,216
Other Service activities (1)	11,085	7.1	144,827	92.9	155,912
Activities of Households as Employers	10,513	2.9	356,472	97.1	366,985
Activities of extra territorial organization and bodies(2)	3,680	91.8	329	8.2	4,009
Not Stated	851	4.1	19,906	95.9	20,757
<b>Source:</b> CSO, Labour Force Survey, 2012					
Note (1) - Activities of membership organizations such as Trade Unions, Religious organizations, Political organizations, Professional membership organizations etc.					
Note (2) Activities of international organizations such as the United Nations and the specialized agencies of the United Nations system, regional bodies etc., the International Monetary Fund, the World Bank, the World Customs Organization, the Organization for Economic Co-operation and Development, the Organization of Petroleum Exporting Countries, the European Communities, the European Free Trade Association etc.					

### 3.0 Difficulties experienced by young people in gaining access to employment

Zambia's diagnosis of the youth employment situation, and particularly the difficulties faced by young people in finding employment has been flagged through a variety of policy pronouncements and statements. For example, the Revised Sixth National Development Plan<sup>13</sup> highlighted the following:

- i. low manufacturing and industrial base;
- ii. weak forward and backward linkages within the economy;
- iii. a weak entrepreneurial culture;
- iv. low levels of economic diversification and productivity;
- v. mismatch between the skills needs of industry and what is supplied from tertiary institutions in terms of quantity and quality;
- vi. inadequate post primary education opportunities that support practical work related skills;
- vii. inadequate curriculum that integrates both academic and practical subjects;
- viii. Inadequate investments in areas of high potential for employment generation.

In addition, the youth employment issue has also been articulated as follows:

*“The problem of unemployment is more serious among the youth and severely hampers their ability to participate effectively in economic activities. This problem is multisectoral and ranges from low employment opportunities, lack of appropriate and adequate skills, access to finance, ineffective youth empowerment strategies, poor linkages between youth development skills and the market among many others...”*

With regard to access constraints to tertiary education which includes TEVET, the 2008 Labour Force Survey Report<sup>14</sup> brought out the following facts:

- a) 14.9% (*i.e.* 745,577) of the total labour force population had never been to school;
- b) 43.3 % had educational attainment levels of between Grade 1 and 7;
- c) 37.3% between Grade 8 and 12;
- d) 4% had A Level education attainment levels; and
- e) only 0.5% had Degree level education attainment levels;
- f) Out of a labour force population of 4,606,846 persons that were employed, 92.9% had not received any (*formal*) skills training;

A policy brief by the Zambia Institute for Policy Analysis and Research<sup>15</sup> on constraints on the demand for youth labour in Zambia, highlighted a number of factors which prevented employers from employing youths. These included the following:

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<sup>13</sup> Draft Revised Sixth National Development Plan 2013 – 2016 (2013) Ministry of Finance (pp. 23) **{NB. Stakeholder consultation edition}**

<sup>14</sup> 2008 Labour Force Survey Report (2009) Ministry of Labour and Social Security and Central Statistics Office - Zambia

<sup>15</sup> <http://www.zipar.org.zm/documents/youth%20labour%20brief.pdf>

- i) Lack of relevant skills and qualifications;
- j) Lack of work experience and the relevance of previous jobs held.
- k) Poor attitudes and behaviors of youths – *especially in construction*;
- l) Cost of in- house training (*ie. high cost*);
- m) Absence of a functional labour market information system;
- n) Access to domestic credit – (*ie. was rather difficult and prevented enterprise expansion which would have in turn opened up employment opportunities for youths;*)
- o) Operational costs – *rather high for inputs such as energy resulting in stifled enterprise expansion*;
- p) Lack of fiscal incentives to support youth employment creation.

### **3.1 Mechanisms designed to improve the processes of school-to-work transition for young people**

Overtime, starting with the policy developments of the mid-1990s and ending with measures which have been introduced since 2011 when the current Government took office, there have been a number of policy level mechanisms designed **to improve the processes of school-to-work transition** for young people. These have included the following:

- a) The Technical Education, Vocational and Entrepreneurship Training (TEVET) policy;
- b) Introduction of a Vocational Training career stream in the secondary school beginning 2014;
- c) **“My Job + 1” Business Challenge** programme
- d) Youth Development Fund under the Ministry of Youth and Sport

#### **3.1.1 Mechanisms in progress:**

- a) The Technical Education, Vocational and Entrepreneurship Training (TEVET) policy, which from inception in 1996 promoted self-employment and recognized training taking place in the informal sector activity workplace.<sup>16</sup> The implementation Strategy for this policy which was adopted in 1997, recognized among other training systems or pathways, on-the-job training and apprenticeships to promote flexibility of entry and exit from the training system as well as labour market for purposes of life-long learning. Incorporation of the Trade test assessment system premised on recognition of prior learning provided and still continues to provide the possibility of even a person who have never been in school to access TEVET once they have grown up and matured into the labour force population;
- b) Government policy to introduce vocational training stream in the secondary school system which will enable young people leaving school at Grade 9 and Grade 12 respectively to be assessed and certified for award of Trade Certificates by TEVETA based on practical skills subjects they would have studied, in addition to Junior and Senior Secondary school

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<sup>16</sup> Technical Education, Vocational and Entrepreneurship Training Policy (1996), Ministry of Science, Technology and Vocational Training - Zambia (**Note:** portfolio change from 2011 through merger of Ministry of Education and Ministry of Science, Technology and Vocational Training to create the Ministry of Education, Science, Vocational Training and Early Education)

leaving (*academic*) certificates. Inception cohorts have enrolled this year 2014. Each secondary school has selected subject areas for the vocational training streams;

c) Launch early this year (ie. 2014) of **“My Job + 1” Business Challenge** programme by the Ministry of Education, Science, Vocational Training and Early Education, in order to promote the Entrepreneur/Employer career pathway. This is to be done through opening learning based annual entrepreneurship skills competition whose success criteria will among other things require participants to create at least two (2) jobs; that is one for the entrepreneur/investor team and one for another youth. TEVETA has partnered with a number of private and public sector stakeholders to run the competition. The long term goal is to skill youths in such a way that they lead and drive job creation for the Zambian economy through deployment of their entrepreneurship, innovation and servant leadership talents. The idea of Business Plan competitions as a mechanism for promoting the Entrepreneur/Employer career pathway was piloted in 2010 and 2011. At that time, TEVETA partnered with one bank, the Lusaka Stock Exchange and other stakeholders in the initiative which resulted in the start-up of three companies. Post competition business incubation proved a big challenge however, pointing to the importance of a purposively organized supportive ecosystem to ensure nurturing of identified entrepreneurial talent. The current initiative has sought to mobilize stakeholders who can help create and sustain the required ecosystem for youth entrepreneurs. These have included the country coordinator for the Global Entrepreneurship Week movement, the Ministry of Youth and Sport, practicing entrepreneurs, and the Zambia Development Agency.

d) The Youth Development Fund under the Ministry of Youth and Sport has in some way also contributed to the school-to-work transition process for young people. As a Government programme it has the following as its overall objective:

*“To lend finance to viable projects by the Young Entrepreneurs as well as enable the youth benefit from associated training and mentorship services. The Youth Development Fund is therefore aimed at supporting the growth of sustainable Youth-led SMEs into the private sector for wealth and employment creation”<sup>17</sup>* The Fund has two (2) disbursement facilities; namely Loans and Grants. For the year 2012, about US\$ 2,000,000 was allocated by Parliament, broken down as follows:

a)	Loans (US\$)	1,378,192;
b)	Grants (US\$)	652,800

**4.0 Planned or implemented measures concerning TVSD**

In 1967, that is three years after Zambia’s political independence the first post-independent policy measures were introduced. This was done by way establishing the Commission for Technical Education and Vocational Training (CTEVT) with a mandate to revamp the system

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<sup>17</sup> Report on the Implementation of the 2012 Youth Development Fund – Ministry of Youth and Sport, Zambia

for technical education, in order to create one which would accomplish the following objectives<sup>18</sup>:

- i) satisfy existing requirements of the public service, industry and commerce;
- ii) ensure steady output for future; and
- iii) ensure Zambia would be technically oriented and that the youth would be trained in initiative, creative and productive hard work.

#### **4.1 Reforms are planned or in progress to modernize existing training systems and pathways to align them with the skills required by the economy**

The first initiative of modernizing Zambia's system for TVSD or TEVET, was initiated in 1967 and concluded in 1972; the next initiative was done through policy reform activities carried out between mid-1994 and 1996, which resulted in the second post independent policy. The third was the introduction of vocational training in secondary schools which came into effect in 2011 following election of the Patriotic Front Government.

The Technical Education, Vocational and Entrepreneurship Training (TEVET) policy<sup>19</sup> which was adopted by the Zambian Government in 1996, has been the primary instrument to guide and facilitate modernization of the existing training systems. The stated aim of the policy was: *"to improve technical education and vocational training and link it to the requirements of the employment sector."* As a new policy it was broader in three aspects:

1. it incorporated entrepreneurship development;
2. it encompassed all types of technical education and vocational training like nursing, agriculture, community development and engineering;
3. it covered training being conducted at all levels in both the formal and informal sectors of the Zambian economy.

According to Government, the introduction and incorporation of entrepreneurship development, was designed to ensure that the TEVET policy helped to create conditions for the development of an entrepreneurial culture and its related skills in response to the following concerns:

- i) unexploited business opportunities in the economy;
- ii) under-employment in the informal sector;
- iii) unemployment among the youth, women and retrenched;
- iv) rural-urban migration; and
- v) poverty.

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<sup>18</sup> Statement of Policy and Intent (1969), Commission for Technical and Vocational Training - Zambia (pp. 9)

<sup>19</sup> Technical Education, Vocational and Entrepreneurship Training Policy (1996) Ministry of Science, Technology and Vocational Training , Zambia; (pp.7-11)

Government made a commitment that it would through the training system, “..enhance the ability of the labour force to start and run viable growth-oriented business enterprises as a deliberate career alternative.” With this measure, Government introduced the concept or notion of the Entrepreneur/Employer career pathway.

Implementation of the new policy was enabled by development of a Strategy framework by a multi-stakeholder task team; the strategy was adopted as a policy instrument in 1997, and thereby enabled required TEVET legislation to be passed by parliament in 1998 by way of TEVET Act No. 13 of 1998. A resource mobilization programme called the TEVET Development Programme (TDP) was formulated, negotiated with cooperating partners, and implemented between 2002 and 2009. The consortium of donors consisted of the Danish Government through DANIDA, the World Bank through the International Finance Corporation, the Government of the Royal Kingdom of the Netherlands, and the German Government through the GTZ STEP-IN project. Among the achievements during tenure of the programme was expansion and strengthening of the TEVET sector quality assurance system, and adoption of curriculum development methodologies which involved industry experts. The general aim of the TEVET policy was to facilitate creation and sustenance of a social-economic demand responsive nation system. The specific aims of the policy were articulated as follows:

- i) to balance the supply of skilled labour at all levels with the demands of the economy;
- ii) to act as a vehicle for improved productivity and income generation;  
and
- iii) to be an instrument for the minimization of inequalities among the people.

Policy measures to ensure alignment of training systems with the skills required by the economy included the establishment of the Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA) by an act of parliament, whose general function was prescribed as follows: “to regulate, coordinate, and monitor technical education, vocational, and entrepreneurship training in consultation with industry, employers, employees, and other stakeholders”<sup>20</sup>.

One specific statutory function of the authority included development or review of national curricula. The method for curriculum development or review which has since then be adopted is the Systematic Curriculum and Instruction Design (SCID); a methodology premised on the basic training cycle which also incorporates the DACUM Methodology as the first step in the process. The DACUM methodology promotes curriculum demand responsiveness at design stage by involving practicing industry experts at job or occupational profile development stage. Curriculum learning outcome standards and content are then derived from information given by industry experts at job or occupational profile

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<sup>20</sup> Technical Education, Vocational and Entrepreneurship Training (TEVET) Act No. 13 of 1998 of the laws of Zambia;

development stage. In addition, new or revised curriculum approval is done by a multi-stakeholder sub-committee of the TEVETA Board which includes industry representatives. The challenge comes at curriculum implementation stage where inadequacy of resources has often times introduced gaps between the planned or designed curriculum and the taught or learnt curriculum.

#### **4.2 Training systems planned or in progress to train young people in the trades and jobs required by strategic or growth sectors**

The 1997 Strategy Paper on TEVET did among other things did explicitly and implicitly identify and prescribe a number of systems which would define the portfolio of the new training system once the then new policy was implemented. Overtime some refinements have been made and an addition made with regard to the secondary school vocational training system. The current portfolio of the various training systems in use, are as follows:

- i) Training Institution based; (**Note:** *This is the predominant training system or learning pathway and is accounting for 90% to 93% of annual TEVET sector enrolments currently averaging 32,000 learners;*)
- ii) Workplace/On-the-Job Training (**NB.** *Initiatives already underway to develop accreditation systems for purposes of quality assurance*)
- iii) TEVET Learnership (*ie. Dual Based Training system – commenced with Banking and Mining sectors*)
- iv) Open, Distance and Flexible Learning (**NB.** *Seek to exploit opportunities created by advancements in Information and Communication Technologies*)
- v) Secondary School based TEVET system – two qualifications at Junior secondary school and Senior Secondary school exit (*ie. Academic and TEVET Qualification; commenced in 2014*)

The foregoing will be complemented by Recognition of Prior Learning (RPL) assessment systems as well as adult literacy programmes.

#### **4.3. Measures which have been taken to build the skills of informal sector entrepreneurs and apprenticeship managers**

Measures which have been taken to build the skills of informal sector entrepreneurs and apprenticeship managers so that they can better train the young people under their responsibility have included the promotion of Trade Test Assessments, which are premised on the Recognition of Prior Learning (RPL) principle; these have in some cases been complemented by Adult Literacy classes.

#### **4.4 Partnerships in the design, implementation and operation of Labour market responsive training**

The principle of partnerships in the design, implementation and operation of training curriculum based on the skills required by the labor market is inherent in the policy principle of stakeholder involvement through industry representation on Governing/supervisory boards, especially institutions under the present Ministry of Education, Science, Vocational Training and Early Education, which formerly under the Ministry of Science, Technology and Vocational Training before the merger with the then Ministry of Education. The methodology for curriculum development adopted by TEVETA is another mechanism enabling inbuilt partnerships with industry stakeholders. being used, complemented by the policy The methodology incorporates the DACUM model which by design involves experts from industry practicing a particular skill or trade providing job performance related information as members of a focus group. A new partnership initiative for the mining industry skills development was initiated towards the end of 2013 with the signing of a Memorandum of Understanding by a broad group of stakeholders covering industry, academia, and Government.

#### **4.5 The paradigm shift needed in Zambia to make access to employment one of the leading priorities of education and training systems.**

A paradigm shift needed in Zambia to make access to employment one of the leading priorities of education and training systems has come by way of Government's Industrialization and Job creation Strategy which was launched in 2013, and as an integral part of the 2013 – 2016 Revised Sixth National Development Plan. In this strategy, Government has set a target of creating at least 1,000,000 jobs by 2016. The Zambian Government has continued to engage bilateral and multi-lateral development partners for resource support for TEVET system development; a most initiatives are still in process.

#### **5.0 Measures planned or in progress to promote job creation**

Measures which have been taken to build the occupational skills of economic agents in order to help them expand their activities and thus create more jobs have included the following:

- i) Revision and re-alignment of the Sixth National Development Plan themes or focus areas;*
- ii) Development and adoption of the **Industrialization and Job Creation Strategy** with a target to create at least 1,000,000 jobs by 2016;*

Although it would be desirable to have incentives in place to encourage businesses to hire young people and, if necessary, to train them, there are none at the moment although there have been emerging voices advocating for such measures.

Establishment of a TEVET Fund following revision of the TEVET Act in 2005, introduced a financial resource mobilization and disbursement vehicle by which investments targeted on

the development of occupations and jobs in sectors considered strategic. For the last five years or so, Government treasury has remained the only source of financing the Fund. Given the variety of priorities contesting for Government resources, it has not been possible to have adequate financing to match the needs of youth skills development. This has in the year or so been complemented by some funds from the South Korean Government and UNESCO to is finalizing a financing facility with African Development Bank focusing on mining, manufacturing, tourism, agro-processing and construction skills; discussions are also underway with the British Government through the Department for International Development to implement a Skills Improvement Project within the TEVET sector.

### **5.1 Financial or human support provided to help young people start up or develop an activity.**

The Ministry of Youth and Sport has since 2009/10 been operating a Youth empowerment fund. The objectives of the fund are as follows:

- a) Promote active participation of the youth in social-economic development of the country;
- b) Encourage out of school, marginalized and out of school youths to venture into sustainable and viable income generating projects;
- c) Promote development of competitive sustainable growth oriented citizen owned youth enterprises;
- d) Promote rural development;
- e) Provide business support services for sustainable youth enterprise development;
- f) Create sustainable employment opportunities for young people through development of sustainable projects;

### **5.2 The TEVET Graduate tool scheme by the then Ministry of Science, Technology and Vocational Training.**

Before the merger of the ministries responsible for Education on one hand and Science, Technology and Vocational Training on the other hand, the latter ministry piloted a TEVET graduate tool scheme for graduates from selected public institutions as one way of promoting the entrepreneur/employer career pathway. The scheme had mixed results. A full evaluation is yet to be done to establish the factors underpinning this state of performance. The initiative was to be part of a system for providing targeted incubation services to TEVET graduates opting for the Entrepreneur/Employer career pathway. Support vehicles for youth employment creation such as innovation clusters and incubators are not available to the graduates. Government has however effected measures which have included highly labor-intensive construction projects such as Pave Zambia 2000 in the road construction sector is one of the initiatives; it has target of paving 2,000km of mainly urban roads using various paving materials. It is still at formative stage.

Other measures which have been introduced have included the promotion and popularization of the Entrepreneur/Employer career pathway. For example, the Ministry of Education, Science, Vocational Training and Early Education has just launched the **“My Job + 1” Business Challenge Programme**. A regulatory initiative premised on facilitating open learning through annual business plan preparation and implementation competitions with creation of at least two (2) jobs as one of key performance outcomes; the programme is also expected to promote the entrepreneur/employer career pathway;

#### **6.0 A highly significant experience involving the school-to-work transition or youth employment**

The Industrialization and Job creation strategy which was launched last year in 2013 which has a clear job creation target is the policy initiative which will lend itself the analysis proposed in this section. It has a clear job creation target of 1 million jobs in the formal sector by December 2016. Under this framework, the construction sector has come up with affirmative programmes targeting TEVET institutions and TEVET graduates. Prior to this strategy, there has been no such a clear job creation target since introduction of the TEVET policy.

#### **7.0 Conclusion**

The youth population constitutes a significant proportion of the total Zambian population as well as the Labour force population. The design of the TEVET Policy has had a thread of youth employment promotion running through on account of mainstreaming entrepreneurship in all TEVET curricula. All policy makers and stakeholders should feel challenged to create and sustain a learning and supportive environment which will enable youth themselves to lead and drive job creation, within the context of their respective mandates.

The Government of Zambia has continued to work with many cooperating partners to tackle the youth employment challenge through the development and maintenance of a responsive TEVET system. Going forward, the country will strive to continue to expand the TEVET system to increase access by youths, while at the same time ensuring quality, cost and operational efficiency.