



Republic of Zambia

**MINISTRY OF SCIENCE TECHNOLOGY AND
VOCATIONAL TRAINING**

**TECHNICAL EDUCATION,
VOCATIONAL AND
ENTREPRENEURSHIP TRAINING
(TEVET) POLICY**

March, 1996

FOREWORD

**By Hon. Dr. Kabunda Kayongo MP,
Minister of Science, Technology and Vocational Training**

The underutilization of human resources is, perhaps, the greatest factor contributing to the country's underdevelopment. Human resource is the most critical element in the development process. Without the human element, all other resources like capital, land and nature cannot be of any use. However, human resources can only be effective in harnessing nature if it is provided with the technique and skills to do so. This is precisely what technical education and vocational training aims at doing.

For technical educational training to be effective in developing skills there must be clearly stated policy objectives of what is to be attained. The process of attaining these objectives in turn requires guidelines and strategies appropriate for their attainment. The role of Government consultation with the wider populace is to set these objectives and to draw programmes and strategies for attaining the set objectives.

The Ministry of Science, Technology and Vocational Training has the political mandate to oversee technical education and vocational training in Zambia. In exercising this mandate the Ministry has formulated a new technical education and vocational training policy so as to make it more responsive to the current training demands in the economy. The new policy known as the Technical Education, Vocational and Entrepreneurship Training (TEVET) policy provides the general direction that the government initiatives in technical education and vocational training will take.

This document sets out the Governments objectives in technical education and vocational training. The objectives have been broadened to include the element of entrepreneurship development. Entrepreneurship skills have been ignored in the past due to the misconception of technical education and vocational skills. The Government recognizes the cardinal role that entrepreneurship skills play in the development process.

I firmly that the TEVET Policy provides a firm basis upon which practical programmes and strategies for its implementation will be designed for the benefit of the Zambian people.

PREFACE

By Professor J. Mwenechanya, Chairman of the Task Force, Vocational Education and Entrepreneurship Training Policy Review.

This Statement of Policy and Intent: Technical Education, Vocational and Entrepreneurship Training is a result of five month work that includes a National Workshop held in September, 1994.

The Vocational Education and Entrepreneurship Training Policy Review was jointly sponsored by the Governments of Denmark and Netherlands. The Project has benefited from the members of the task force who were appointed by the Minister of Science, Technology and Vocational Training and drawn from various organizations with an interest in technical education, vocational and entrepreneurship training. The Task Force therefore included representation from employers, training institutions, government, employees and entrepreneurship development organizations. The task force was assisted in the day to day running of the project by an executive secretariat.

The policy review project has been executed under the general auspices of the Government of Zambia and the Ministry of Science, Technology and Vocational Training in particular.

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1.0 INTRODUCTION

Zambia has experienced a rapid decline in the performance of its economy since the mid 1970s. This has seriously affected its ability to generate employment opportunities for its labour force. This situation has further been worsened by the rapid growth of its labour force which is at present about three million five hundred thousand (3,500,000) people. The increase in the labour force is as a result of a high population growth rate of 3.3% per annum.

The failure to generate employment opportunities has also been worsened by the inability of the formal sector to absorb this increasing number of job seekers and the lack of financial and institutional structures to support self-employment for those with skills to enter the formal sector. Most industries that have in the past employed in school leavers and graduates from technical education and vocational training colleges have either scaled down their operations or closed down. The new industries that have been established have not contributed significantly to the generation of employment opportunities.

The existing institutions that provide technical education and vocational training and those that promote the generation of employment do not have the ability and resources to adequately offer skills to the large number of unemployed to enable them to enter the productive sector. Of particular concern is the problem of large numbers of youth, about two hundred thousand (200,000) per annum, leaving the school system without any opportunities for acquiring skills for a productive life.

In addition, the employment sector has not been completely satisfied with the quality of trained manpower available for the various operations in the industries that require vocational skills. This has also been worsened by the inadequate

resources available in institutions that offer vocational training to sustain high-level training and meet the expected standards of the employment sector.

The Government has therefore identified the need to formulate a broader national policy on technical education and vocational training. The aim of the policy is to improve technical education and vocational training and link it to the requirements of the employment sector. The new policy is broader in three respects. **First, it incorporates entrepreneurship development. For this reason, the Policy will be known as the Technical Education, vocational and Entrepreneurship Training (TEVET) Policy. Second, the new policy encompasses all types of technical education and vocation training like nursing, agriculture, community development and engineering. Third, it covers training being conducted at all levels in both the formal and informal sector.**

2.0 TECHNICAL EDUCATION, VOCATIONAL AND NTREPRENEURSHIP TRAINING (TEVET): THE PHILOSOPHY AND OBJECTIVES

2.1 THE PHILOSOPHY

The most important challenge that Technical Education, Vocational and Entrepreneurship Training (TEVET) faces in Zambia today is how to adequately prepare Zambian citizens for the ever changing occupational world. Twenty years ago when the first policy statement was formulated, the major challenge was the call for a change in the attitudes of Zambians from their perceived value of formal education to an individual's later security in employment. Technical education and vocational training was then seen as a continuation of the formal educational system. Because of this, it focused mainly on the training needs of the formal sector.

In 1968 the Commission for Technical Education and Vocational Training was established to resuscitate and revamp technical education in order to:

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

Accordingly, a plan for developing Technical Education and Vocational Training services was conceived as a comprehensive service for providing the required manpower in a broad range of skills within the established programmes of the technical disciplines. These ranged from engineering to medical technology skills that were required at all levels of the formal sector and were categorized as technologist, technician and craftsman.

Whereas twenty years ago technical education and vocational training addressed the needs of a thriving formal sector, the decline in the economy has changed the pattern of the labour market today. This development requires changes in the focus of technical education and vocational training.

Today the labour market is characterized by increased employment in the informal sector of over seventy percent (70%) of the active labour force while the growth in development of the formal sector employment has declined and may continue to decline over the next few years.

It is imperative; therefore, that TEVET is designed in such a way that it satisfies the labour market, socio-economic concerns and resources based opportunities in the economy. More specifically, the TEVET system will aim:

- 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.**

These issues are in line with the following Government's broad policy objectives of:

- i) enhancing the capacities of the education and training systems to develop curricula that will provide skills useful to the labour market and those which would enable such graduates to enter the productive sector;
- ii) facilitating the acquisition of the necessary technical skills, i.e. supportive production-oriented skills and basic business and entrepreneurial skills through development strengthening of extension and outreach programmes;
- iii) enhancing the development and dissemination of technologies which can be used efficiently by small scale enterprises to stimulate both productivity and employment; and
- iv) enhancing the development of training opportunities for vocational skills at technical education and vocational institutions and increasing the supply of manpower to the productive sector of the economy.

2.1.1 Training Should Balance Skills Supply and Demand

It is important to note that although most technical and vocational training is currently aimed at employment in the formal sector, seventy per cent (70%) of the active labour force is engaged in the informal sector. The training needs informal sector are therefore not being catered for by the existing system.

The informal sector labour force is characterized by a high youth and women participation. Most of these youths and women do not have the educational requirements that would enable them to take up the limited places being offered by the technical education and vocational training.

There is, therefore, a need to match the supply of skilled manpower and the demand of the labour market. To do this, the TEVET system will be designed in such a way that it is highly responsive to the demands of the employment pattern in the economy.

2.1.2 Training Should be a Vehicle for Improved Productivity

Out of an estimated employable labour force of three million five hundred (3,500,000) people less than half a million (500,000) are employed in the formal sector. The rest of the labour force is engaged in the informal sector. It is estimated that more than eighty per cent (80%) of the total labour force has had no access to any kind of appropriate training. This is a major contributing factor to the observed trend of falling labour productivity in Zambia.

A skilled labour force is efficient and enhances the quality of its products and improves production. In the informal sector, skilled labour can be exploited fully to train workers with lower skills at a cost less than that obtaining in the formal sector.

2.1.3 Training should be an Important Element in the Minimisation of Inequalities among the people.

As in most other developing countries the vulnerable groups in Zambia are found in the rural, peri-urban and low-cost urban areas forming part of a dominant informal sector. The principal asset at their disposal is labour. Without any form of training such people face a constant threat of poverty. **Improvement in the**

levels of their education and training could contribute to possibilities of better earnings through enhanced productivity and entrepreneurship.

2.2 OBJECTIVES OF TRAINING

The general objectives that TEVET seeks to attain can be deduced from the philosophy that underlies it. The specific objectives of the TEVET policy can, therefore, be described in both the economic and social contexts.

2.1.1 The Economic Context

The economic objectives of the TEVET policy are:-

- i) to improve the productivity of the labour force in both the formal and informal sectors;
- ii) to promote entrepreneurship and economic participation in both the formal and informal sectors with the aim of increasing the efficiency of the national economy;
- iii) to develop a Zambian society with people that will be versatile, creative, employable, entrepreneurial and productive;
- iv) to provide qualitative training for imparting appropriate vocational skills relevant to the socio-economic development needs of Zambia;
- v) to promote a rational use of local resources in training and post-training activities of entrepreneurs; and
- vi) to promote the economic empowerment of the women in our society.

2.2.2 The Social Context

The social objectives of the TEVET policy are:

- i) to provide skills and opportunities that will respond to Zambia's needs such as poverty alleviation, improved housing and improved health care;

- ii) to instill a culture of preventive maintenance and stimulate the development of quality assurance;
- iii) to provide access to training opportunities to all the people in the community;
- iv) to inculcate a culture of entrepreneurship and promote self-reliance in the Zambian society; and
- v) to ensure greater participation of the women in the development process.

2.2.3 Target Groups for Training

In view of the large number of individuals that require training and the limited resources available, there is a need for an effective TEVET system that will target training to those groups of people that are most likely to contribute more productively to economic growth and development. The TEVET policy recognizes the following categories of people in our society as the most likely to benefit the country from this training:

- i) school leavers (i.e. Grade 7, Grade 9 and Grade 12);
- ii) employees in the formal sector;
- iii) entrepreneurs, both in the formal and informal sector;
- iv) the unemployed and underemployed – including employees in the informal sector;
- v) women; and
- vi) retrenches.

In targeting training, the element of gender balance will be prominent. The special needs of persons with disabilities will also be taken into consideration.

3.0 POLICY ENVIRONMENT

In order for the outlined objectives to be realized, the TEVET Policy will take into account the other relevant proposed and existing policies and legislations.

Government recognizes that policies in such areas as Commerce, Trade and Industry, Education, and Science and Technology as well as legislation related to Education, Investment and Labour have implications on the design and implementation of a TEVET Policy and its related legislation. The government intends to design a TEVET Policy that will be in harmony with the other proposed and existing policies and legislations.

Government also recognizes that apart from the Ministry of Science, Technology and Vocational Training (MSTVT) there are also other government ministries, private and non-governmental agencies that provide technical education and vocational training. The TEVET Policy framework will be one in which institutional and non-institutional training both inside and outside government establishments will be recognized, encouraged and coordinated.

4.0 ENTREPRENEURSHIP DEVELOPMENT, SELF-EMPLOYMENT AND THE INFORMAL SECTOR

It is widely recognized that the type of training that is being offered by the different types of technical education and vocational training institutions is not intended for the informal sector and the general development of entrepreneurship in the country. The present system is aimed at specifically meeting the needs of the formal sector. Yet, the ability of the formal sector to take on graduates from training institutions has declined, while the majority of the active labour force is engaged in the informal sector.

Therefore, future TEVET Policy should aim at creating 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 retrenches;
- iv) rural-urban migration; and
- v) poverty.

The Government will, aim at enhancing the ability of the labour force to start and run viable growth-oriented business enterprises as a deliberate career alternative. It is government's intention to strengthen the capacities of the education system, technical education and vocational training institutes. This will be done to enable them to deliver quality training aimed at facilitating the performance of the informal sector and of the graduates from these institutions wishing to engage in self-employment.

The government also recognizes that there are other important policy issues that are key to enhancing the growth of entrepreneurship, the informal sector and self-employment. Although these issues are outside the domain of the TEVET Policy, they will need thorough consideration. These issues include: Land acquisition, credit facilities and the general education curricula. The process of policy harmonization will take care of these concerns. In addition, the new policy will provide for some promotional activities that will be undertaken by the TEVET system.

It is also a fact that the informal sector training is provided at a much lower cost than that provided by the informal and non-formal training institutions. The

TEVET Policy seeks to encourage and foster informal sector training systems by strengthening links between the sector and TEVET training institutes. Efforts to incorporate the needs of the informal sector have begun in the Ministry of Science, Technology and Vocational Training (MSTVT) with the Competence Based Modular Training (CBMT) and proposals for Technology Transfer Programmes and Short Training Programmes.

5.0 LEVELS AND OBJECTIVES OF TRAINING

The present technical education and vocational training system gives certificates at six levels of training:

i) Technologist

This provides advanced knowledge of technology almost approaching a professional level. The training entails the application of principals of mathematics and science to technology in the field concerned.

ii) Technician

Whilst also applying mathematics and science principals to technology, this programme provides training with greater laid on practical work than on theory.

iii) Craft level

This programme aims at developing full occupational competence in a particular craft or trade.

iv) Trade Test level

This caters for those who have not had formal pre-employment training and is a test of competence that is administered to those that have undergone training at non-formal vocational training institutions or apprenticeships.

v) **Occupational or Vocational Training – Non Engineering Fields**

This programme develops the skills and competence required in any of the wide variety of occupations or jobs in commerce, applied arts, aviation, business and special vocation, teacher education, industry, health and social welfare.

vi) **Non-formal Level**

This caters for those attending non-formal training and reflects competence on the basis of levels set internally by the institution. There is, however, provision for one to pursue a trade test.

5.1 Objectives of training

The levels of training provided and the certification system demonstrates that presently most technical education and vocational training is primarily targeted at the formal sector. Even institutions offering non-formal training are inclined towards their graduates obtaining formal qualifications by sitting for the said trade test.

Under the present arrangement, there are not automatic linkages between the different levels of training except between the non-formal training and the trade test level. A person who has completed a crafts course cannot proceed to the next stage on the basis of the certificate obtained. Furthermore, the entry

requirements for most of these programmes are highly biased in favour of Grade 12 certificate holders.

It is the Government's intention to devise a system that allows for alternative channels of progression on the basis of credits obtained from completed lower training levels. In addition, the government will put in place a TEVET system that is accessible to school leavers at various levels of the educational system on the basis of aptitudes and abilities. To this effect the new system will give institutions the flexibility to develop programmes that meet the needs of their localities and take into account the geo-economy of the areas in which they area located.

6.0 ORGANISATION AND MANAGEMENT

In view of the new challenges facing the vocational training system, there is need to review its present organizational and management structure so that it is in line with the increased demand for training and a liberalized and private sector led economy. At present, technical education and vocational training is the responsibility of the Department of Technical Education and Vocational (DVET) as provided for under the Technical Education and Vocational Training Act of 1972. Being a government department, DVET may not possess the flexibility that is required for immediately responding to this increased demand.

DVET has faced a number of logistical and financial constraints that have hindered the department's efforts to enforce the laid down registration procedures and regulatory standards. Consequently, this has affected the quality of vocational training being offered and has not put in place adequate management systems at both private and government institutions providing

training. For example, there is a lack of coordination among government ministries providing vocational training thus creating overlaps and misallocation of resources.

The foregoing situation indicates that any programme that is aimed at linking technical education and vocational training to the labour market must take into consideration the role that MSTVT will be expected to play in such an initiative.

The Government will review the present organizational and management systems of DVET and technical education and vocational training institutions with a view to strengthening them to meet the broader training needs. Any change to the system must allow for the technical education and vocational training system to be adaptable and flexible to the dynamics and social needs of society. The change must also conform to the liberal economic environment and increased private sector participation in various spheres of the economy. Appropriate legislation will be effected to support a reviewed organizational and management system.

6.0 INPUTS TO THE SYSTEM

Any system that has inputs inevitably requires inputs. Further, the quality of the outputs is highly dependent on the appropriateness of the inputs. The TEVET Policy requirements need the support of different actors in TEVET including donors to ensure a supply of inputs that will enhance the effectiveness of the system.

7.1 Technical management and training staff

TEVET requires staff that possess the necessary technical qualifications, industrial experience, teaching competence and staff that are adequately trained in skills for entrepreneurial development. The ability of technical education and

vocational training system to attract and retain qualified staff is being severely hampered by poor conditions of service and remuneration levels.

In line with the direction that TEVET will take, it is imperative that technical management and staff of the systems should possess the necessary attributes. To achieve this objective, a coherent staff development programme will be established to improve the skills of the instructors and to enhance the efficiency and effectiveness of the management staff through specialized and short management development programmes. The working environment, remuneration and conditions of service of technical management and training staff will also be improved.

For training targeted at the informal sector, the major attributes of trainers should be relevant expertise, experienced and instructional abilities.

7.2 Infrastructure, equipment and other requisites

The current physical structures of most vocational training institutions are dilapidated, insufficient and not fully utilized. The training materials are inadequate due to funding constraints. The training equipment and plant are worn out and technologically out-dated. Furthermore, the vocational training systems have inadequate, poor and in certain instances, non-existent library and information services.

In view of the current economic constraints, which do not allow for the immediate construction of new facilities, the TEVET system will, in the short run, support rehabilitation of infrastructure and optimize their use.

Immediate consideration of using Zambia National Service (ZNS) facilities and former Refugee Camps for provision of TEVET will be made. In the long run, new institutions will be built in areas where there is an established need.

Consideration of establishing a rationalized system of procurement of some of the training materials and equipment in bulk will be made. The procurement system will also aim at encouraging collaboration with industry in acquiring materials and equipment.

To provide for the efficient use of equipment, it is necessary that a sound maintenance system is established and sustained. As a starting point, a deliberate strategy to rationalize the use of resources at existing technical education and vocational training institutions will be pursued. **Measures will be taken to re-equip these institutions with appropriate and up-to-date facilities, while efforts will be made to stimulate the production of training equipment.**

The TEVET system will strive to establish an effective network, library and other information services in order to support the training institutions.

To facilitate the process of infrastructural development, the government intends to devise a system of incentives for industries and institutions that support or provide TEVET training.

7.3 Curriculum Development

The present vocational training system produces graduates whose knowledge, skills and attitudes do not match the needs of the present labour market. Industry is concerned that, in most cases, the new graduates require on-the-job

training to bridge the gap between the inadequacies that are noted in the application of technology, handling of equipment and their practical experience. In a number of cases, new graduates only become productive after a year of being on-the-job, during which time they are closely supervised. In some cases employees feel that the vocational training system is not up-to-date with changing technologies and industrial activities applying in the industry.

As part of the efforts to redress this situation the Government will work towards creating an environment in which the development and review of the curricula is end-user driven through increased coordination between end-users and training institutions.

The training environment will foster linkages between industry and vocational training institutions for the purpose of industrial experience during training. Industries providing industrial attachment will be considered for incentives by Government.

With regard to training for the informal sector, links between training institutions and research and development institutions will be promoted. This will be done in order to ensure the transfer of technology and skills to the informal and small and medium scale enterprises. Government recognizes that the TEVET policy will have to be harmonized with the Science and Technology Policy to facilitate technology linkages between industry and TEVET institutions.

7.4 Monitoring and follow-up services

One measure of the effectiveness of the vocational training programme is the extent to which the graduates from the training system are able to use the skills acquired productively within the economy. In the present set up, it has not been

possible to measure the effectiveness of training due to ineffective follow-up, evaluation and inspection services.

The TEVET Policy will, therefore, provide for the establishment of a continuous internal and external evaluation system based on an effective tracer mechanism and criteria. This requires that the system is strengthened and supported with adequate logistics to evaluate the impact of the training system.

8.0 FINANCING

Skills training in the technical education and vocational training system is presently heavily subsidized by the government. The fees that students are charged particularly in government institutions are too low to be significant. The government's ability to maintain the momentum of expanding educational establishments has suffered with the general economic decline. As a result, it has been difficult to maintain standards at the government institutions now characterized by broken down infrastructure, inadequate teaching aids, poor student services and inability to retain high caliber and motivated teaching and administrative support staff.

In most government institutions resources have been diverted to activities which do not give additional value to the delivery and acquisition of skills. The non-productivity activities include boarding facilities and the unchecked numbers of administrative staff. **The government intends to minimize boarding facilities and rationalize administration staff and costs.**

In order to increase and diversify sources of funding a training fund will be established. More especially, the government intends to shift the greater portion

of the burden of the cost of training to the beneficiaries including industry, trainees and the informal sector. In doing so care will be taken to ensure the stability of funding necessary to maintain a sustainable institutional capacity.

The creation of a business culture in the operations of the TEVET system will ensure the development of self-sustaining financing arrangements and efficient use of resources. In ensuring efficiency in the use of funds, the government also intends to explore, among other things, the possibility of rationalizing boarding facilities; institutionalizing a preventive maintenance culture among students and instructors; increasing capacity utilization of training facilities and granting greater autonomy to the application and sourcing of funds to individual training institutions.

With regard to the demand for training funds, the government recognizes the need to equally widen the range of recipients of training funds. **The TEVET Policy will ensure that all institutions and persons providing TEVET – whether formal or informal training – will have equal access to training funds provided that they deliver training in an acceptable manner.**

The government also recognizes that a shift towards a self-sustaining TEVET financing system will have implications on the ability of the low income groups to have access to training facilities. The government's intention in this regard is to create opportunities to students from the low income groups to have access to training. The TEVET system will consider offering scholarships and a student loan scheme as a way of making sure that there are equal opportunities for all in the society.

9.0 CONCLUSION

This Statement of Policy and Intent: Technical Education, Vocational Entrepreneurship Training (TEVET) is a result of the vocational Training Policy Review Project Phase I and provides broad guidelines on what training framework the government intends to create in the TEVET sector. The Statement does not attempt to provide answers on how the policy guidelines will be realized. It merely states government thinking on the creation of an effective and efficient TEVET system that is relevant to the labour market and the economic development process in Zambia today. It is, therefore, imperative that the TEVET framework is consolidated into policy goals, and strategies and programmes for attaining these goals within the nation's own resource base.

To this end, the government will embark on a TEVET Policy Review Phase II for the purpose of translating this Statement on Policy and Intent into strategies and programmes for implementing the TEVET Policy. The National Workshop on Technical Education and Vocational Training Policy Review has already identified the need for more work on the following issues: Policy environment, entrepreneurship development, management of the TEVET system, financing mechanisms and inputs to the TEVET system. A proposal for the implementation of Phase II of this project is being prepared for consideration by the donor community. This process will involve and encourage continuous dialogue among all the interested parties in this project.