Country brief: Zambia

Faith, secondary student (left) with CAMFED Association member Alice (right) in Samfya, Zambia. Alice ploughs back to her community and has personally supported the children. Without Alice's support, Faith says she likely would have been forced to drop out of school and become a child bride due to poverty. Credit: CAMFED/Eliza Powell (date: September 2017)

Scaling up a life skills and mentorship programme led by young women in Zambia's national education system:

Opportunities, challenges, and actionable steps









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Summary

The Zambian government officials who participated in the Scaling Technical Committee (STC) suggest that CAMFED's Learner Guide Programme is well aligned with national priorities. A review of relevant government plans in Zambia indicates synergies between the Learner Guide Programme and the following national frameworks and plans:

- The 8th National Development Plan 2022 2026 by contributing to inclusive education and progression towards higher education.
- The 2022 National Volunteer Policy by providing the opportunity for youth to give back to their community and become role models.
- The Education and Skills Sector Plan 2017-2021 by supporting 21st Century skills such as leadership, morality, and problem solving.

The key elements of the Learner Guide Programme identified by STC members for scaling up include: Youth mentorship and guidance.

Soft skill development.

They also identified three areas of the programme for further consideration if the programme was to be scaled up:

Navigating the differing roles between Learner Guides, teachers, and guidance counsellors to identify how and where the Learner Guides can best support learners in developing life skills i.e., addressing persisting gender inequalities in the Zambian education system / supporting improved learning outcomes. Formal integration of the My Better World programme into the national curriculum noting the stated partial overlap with the existing civics curriculum. Formally timetabling the My Better World programme.

STC members also identified opportunities to support the scaling up of the Learner Guide Programme. These suggestions include leveraging ministries beyond the Ministry of Education (in particular the Constituency Development Funds led by the Ministry of Local Government and Rural Development), making use of the recently launched National Volunteer Policy (led by the Ministry of Community Development and Social Services), and timely engagement with the 2023 National Curriculum Review to support scaling up of the My Better World programme.

Introduction and research overview

Operating in Zambia since 2001, CAMFED's Learner Guide Programme launched in 2018 with the aim of supporting girls in secondary school to strengthen self-development and foundational learning skills, thus encouraging them to stay in school and improve their learning outcomes. The primary support mechanism is provided by recent school graduates called Learner Guides, who went through the same CAMFED programme during their secondary education. In addition, some school graduates have been recruited as Learner Guides who were not previously supported by CAMFED. These graduates subsequently return to their local schools to volunteer to support children in their studies. Supported by the CAMFED association, teachers and school authorities, the Learner Guides deliver a life skills and wellbeing programme to students called My Better World, provide peer-to-peer mentorship to students, and have roles on school and community committees. As an incentive for volunteering, the Learner Guides also receive access to interest–free loans to open up business opportunities for them.

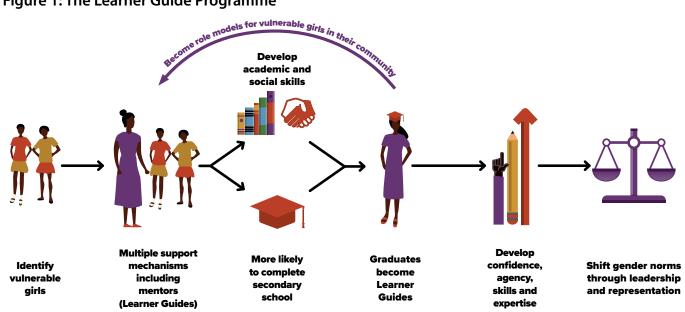


Figure 1: The Learner Guide Programme

This policy brief is based on our research that set out to identify the following:

- The perspectives of the Zambian government towards the potential for scaling up the Learner Guide Programme.
- The key elements considered to be most feasible and appropriate to adapt and adopt.
- How scaling up might be achieved.

To help us understand this, CAMFED Zambia set up a Scaling Technical Committee (STC) which primarily comprised of representatives from relevant national and district ministries including:

- Ministry of Education
- National Youth Development Council
- Teaching Service Commission
- Ministry of Youth, Sports, and Art
- Zambia National Education Coalition
- District Representatives from the District Education Board Secretaries from Mongu, Mansa, Mpika, and Sesheke

The STC members were asked to undertake engagement activities to help them understand the Learner Guide Programme, identify if and how it was relevant to Zambian education systems, and explore which aspects of the programme could be scaled up and how.

The analysis presented in this policy brief is based on thirteen interviews with Zambian government officials who were STC members, three observations of in-country meeting discussions among members of the STC, and three visits by STC members to schools to observe CAMFED's Learner Guide Programme in action. All data has been fully anonymised and the authors have not included the job role or gender of the speakers to ensure anonymity is protected.

The schools visited were selected in districts where the CAMFED Learner Guide Programme is considered to be well established. All selected schools were secondary schools which had at least one two-hour session of the My Better World programme scheduled per week and had a minimum of two Learner Guides in place. Two schools where the Learner Guide Programme was operating well, and one school which had some challenges with implementing the Learner Guide Programme were identified by CAMFED to ensure that STC members had a balanced view of the programme.

Why is the Learner Guide Programme relevant to Zambia?

National education directives in Zambia such as the most recent Education and Skills Sector Plan 2017-2021 suggest that the Zambian government continues to focus on improving access, equity, quality, and relevance of educational provision for all and is committed to addressing gender inequalities, particularly improving gender parity in

education (Republic of Zambia, 2017a). The focus on the latter is because gender disparities continue to persist in Zambian education systems and in other sectors (Republic of Zambia, 2022). According to the latest data from the UNESCO Institute Statistics, the lower secondary completion rate of Zambian students was 46% in 2020 (UIS, 2023). PISA for Development data suggests that just 5% of 15-year old students achieved a minimum proficiency in reading, and 2.3% achieved a minimum proficiency in mathematics in 2017 (OCED, 2019). In the poorest quintile, just 11.51% of girls completed lower secondary education, compared to 20% of boys (Zambia Statistics Agency et al, 2020).

In addition, Zambian policy is focusing on improving youth employment through skills development. This focus is important because 11% of youth (aged 15-24) were unemployed in 2021, and youth unemployment rates are higher for females (10%) when compared to males (8.7%) (World Bank, 2023).

The Eighth National Development Plan 2022 - 2026 identifies youth unemployment as a national priority and suggests a need to support progress in this area through programmes in 'Life Skills development and resilience building' and 'youth entrepreneurship and vocational skills' (Republic of Zambia, 2022, p. 58). Demonstrating their commitment to this, the 2013 curriculum review was developed to support the alignment of national education systems with vocational training. This was an aspect also identified by STC members:

Through the 2013 review of [the] Zambia curriculum framework, there has been two entire systems introduced. We have the vocational pathway and also the academic pathway ... It's a situation where a child graduates with an academic achievement or certificate and also with a vocational certificate and I think most of the learners are having a hands on kind of education. They learn theory and at the same time they... are able to get skills. (Ministry of Education).



There are two key policies to support this shift towards skills development. The first is the Education and Skills Sector Plan 2017-2021 which identifies that 'ensuring relevance in education that is provided across all levels of learning so as to equip children with 21st-century skills and contribute to national development' is a strategic priority (Republic of Zambia 2017a p.17). The second policy, which is connected to supporting youth employability, is the recently launched National Volunteer Policy led by the Ministry of Community Development and Social Services. It was identified by the UN Resident Coordinator, Ms Beatrice Mutali in her launch speech, that this policy is a 'demonstration of the interest to help create a 21st Century social contract that is more inclusive and responsive to the needs of communities' (United Nations, 2022). In line with this, it is also important to note that the Ministry of Education and the Ministry of Science, Technology, Vocational and Training have been collaborating to develop a relevant curriculum and a national curriculum review is due to take place in 2023.

Perspectives on scaling up CAMFED's programme in Zambia

This section provides findings related to the potential to scale up CAMFED's Learner Guide programme in Zambia, based on the perspectives of government officials who participated in the STC activities.



The Learner Guide Programme supports the 8th National Development Plan 2022 – 2026 by contributing to inclusive education and progression towards higher education

Specifically, the 8th National Development Plan 2022 – 2026 states a need to 'ensure that all learners have access to equitable and inclusive quality education that prepares them to pursue higher education.' (Republic of Zambia, 2022, Pg. 49).

Five out of ten STC members noted that they believed the Learner Guide Programme was contributing to improving learning outcomes for children which, in turn, supports progression rates towards higher education. Teachers in the visited schools attested that learners who participate in the Learner Guide Programme had improved their literacy skills as well as overall academic performance. This was equally echoed by STC members. One member reported that:

I had a chance of attending a meeting about ... the Learner Guide Programme ... CAMFED has been training these girls that have been brought back ... to school ... and they have gone further to ensure that they bring back vulnerable learners back into school streams and learn to improve ... their skills as well as their ... academic performance. (Ministry of Education).

Similarly, another STC member indicated that the Learner Guide Programme 'helps the learners ... to ... get the best out of education.' (Ministry of Education).

Another STC member noted that:

If [a] boy or [a] girl has handled enough sessions from [My Better World], I don't think that boy or girl will handle schoolwork in a casual way ... because ... they will know the world in which they are, what is expected of them. (Ministry of Education).

One STC member noted that through the Learner Guide Programme, he believed that learners were able to achieve improved learning outcomes which is an aspect the Zambian Government is working towards:

The learners who are on the programme demonstrate ... competencies [and] improvement in attendance, improvement in retention, improvement in performance. So ... because the education system actually is aimed at ... ensuring that they promote ... improvement in learning outcomes, I think the programme ... is also supporting or is also enhancing the ability of government to achieve the problem of learning outcomes [which] as you know ...[is] a major problem here in Zambia. (Zambia National Education Coalition)

The 8th National Development Plan (Republic of Zambia, 2022) notes declines in net enrolment in secondary schools, with rural areas facing challenges of limited facilities and high teacher: pupil ratio; two aspects likely to affect equitable education and learning outcomes. Because the Learner Guide Programme focuses on rural areas, it supports the reduction of such disparities.



The Learner Guide Programme can support the 2020 National Volunteer Policy, providing the opportunity for youth to become role models for their communities

The Zambian government launched its first National Volunteers Policy in December 2022, which aims to provide guidance on the management of volunteerism in Zambia. The National Volunteer Policy is a demonstration of the interest by both Government and the UN system to help create a social contract that is more inclusive and responsive to the needs of communities (United Nations, 2022). The Learner Guide Programme is underpinned by the principles of volunteering and giving back to local communities. Learner Guides volunteer their time to mentor others to succeed in life, in the same way they have themselves benefited.

STC members identified this aspect of the Learner Guide Programme as important because, through their community links, Learner Guides are in a unique position to see learners as their own 'young brothers and sisters' (Ministry of Education) and therefore provide support to them which goes beyond the classroom. One STC member noted that:

To me it's a good idea and it [The Learner Programme] can actually work ... because there's a need that ... these girls ... see other friends or people that actually have gone through the same process ... [and] to use the Learner Guide as pupils who, as ... former learners, will be able to encourage others. (Ministry of Education).

Another STC member observed that Learner Guides become role models as the young learners easily relate to them and are inspired to emulate the Learner Guides. He noted that:

For girls ... who were disadvantaged and went back to school and had finished school and have become ... Learner Guides ... they are actually being talked about by their own peers who have gone through [the programme] to get back to school ... because ... they ... are being taught by ... their fellow learners encouraging them ...[about] the importance of education [and] that they should remain in school. (Ministry of Education).

Linked to this, one STC member identified that volunteering in this way could support ongoing challenges of teacher availability (also identified in the 8th National Development Plan 2022-2026 and by eight of the ten STC members):

I'm looking at the Learner Guides [as] people that have expressed themselves in the teaching fraternity that they are willing to teach even at no cost and we know the government is building schools, recruiting teachers ... If I'm a volunteer at this particular school and I have been there for some time and I have expressed interest in that field ... then they [the Learner Guides] could be prioritised so to speak because already, they are in those spaces, they are in those communities and [this could] reduce the much talked about mobility [issues] of teachers. (National Youth Development Council).

When discussing the scaling up of the programme, it was noted that this voluntary aspect of the Learner Guide Programme is deemed valuable by STC members with one noting:

The Learner Guides are ... supporting communities ... the value that they have [is] of love for others as they volunteer, especially when we talk about for instance supporting vulnerable learners. (Zambia National Education Coalition).

Another noted that:

The Learner Guides ... are people that [are] constantly interacting on a volunteer basis with the pupils and with the community. And they are able also to resolve or help resolve the challenges and problems a pupil may be facing. In other ways, they are also helping resolve the challenges that the parents of the pupils may have ... It will be hard if we allowed the teachers to do work like that. If we allowed the teachers to run a programme like that, then we are ... merely asking lets simply kill this wonderful programme. (National Youth Development Council).



The Learner Guide Programme supports the Education and Skills Sector Plan 2017-2021 by supporting 21st Century skills such as leadership, morality, and problem solving

STC members held the view that the Learner Guide Programme supported learners to develop 21st century life skills that the programme fosters, stating that:

Evidence [of the Learner Guide Programme] relates to their ability to acquire unique leadership skills ... including assertiveness, [and] communication skills. These are soft skills that are very critical now in the twenty first century, you know, to make good leaders. You can't be a good leader if you can't communicate .. effectively ... to people. (Zambia National Education Coalition).

This is noted as a strategic priority in the Education and Skills Sector Plan 2017-2021 which states that 'an integral part of the strategic approach is to ensure relevance in education across all levels of learning in order to equip young people with 21st century skills and contribute to national development.' (Republic of Zambia, 2017a, p.2). The Education and Skills Sector Plan also suggests that future national priorities will include building on initiatives which promote a skills-based education. STC members identified multiple aspects of these soft skills including morality, resilience, and leadership:

Our learners are exposed to such [value systems]. It's not only an issue of being educated, but the morals are very important in life because you can find this graduate is a doctor but if he is immoral can he fit in society? He can't. So that's a very, very important part of learning for me ... we can't leave that component out. (Ministry of Education).

The Learner Guide Programme ... is aiming at empowering the learners. So that at the end of it all they are able to ... have special skills or skills that will enable them to be good leaders, take care of their environment, [and] who are able to face challenges. (Ministry of Education).

It was noted by STC members that such skills are being taught through the existing Civic Education programme which is rooted in human rights and aims to impart civic skills, knowledge, and values to learners (Zambia Civic Education Association, 2023). Civic Education is also noted as one of the programmes in the Eighth National Development Plan which will be used to support transparency and accountability (Republic of Zambia, 2022, p. 72). A recent study suggests that whilst Civic Education in Zambia supports learners in leadership, critical thinking, and political tolerance, there is a need to improve interest and engagement of learners in these areas while they are in school (Mainde & Chola, 2020). This will help to promote participation in community activities, as well as fostering the importance of Civic Education among teachers (Mainde & Chola, 2020). This being noted, another recent study posits that teachers need to be effectively prepared to deliver Civic Education (Kaumba et al, 2020) and that continued support through governments and civil society organisations are essential for the continued investment and delivery of the subject (Muleya, 2019).

One STC member identified that this aspect of the Learner Guide Programme makes it a compelling reason for the national government to scale up this programme because it aligns with national priorities:

When you put together all this ... evidence, then it becomes compelling ... for the government to actually take up and scale up this project, this is why? Because it responds to their core business, especially of ensuring that learners have the relevant values as well as skills that ... come from their learning outcomes that are critical for their ... future livelihoods. (Zambia National Education Coalition).

Prioritised aspects of the Learner Guide Programme to scale up

There were two aspects of the Learner Guide Programme that Zambian STC members identified as priorities for scaling up the Learner Guide Programme:



Youth mentorship and guidance

Five of the ten STC members identified that the role model aspect of the Learner Guide Programme was important to retain. STC members also identified that while there is some crossover between Guidance and Counselling Teachers and Learner Guides, the peer aspect of the Learner Guides supports learners to engage more freely:

Truly speaking their works are quite similar but it's suffice to mention that the interaction of learners with the Learner Guide and the guidance teacher almost differ because there is more interaction from the Learner Guides. (Ministry of Education).



The emphasis of soft skill development

Five out of ten STC members identified that the emphasis placed on skills in the Learner Guide Programme is a key element of the programme. One noted that:

The emphasis on skills is very important in education because not everyone is academically [minded] ... but you will find that some are better in other things like skills apart from academic. (Ministry of Education).

Given the importance placed on self-development and the move towards aligning the education system with vocational training in Zambia, it is not surprising that this aspect of the Learner Guide Programme was deemed important to scale up.

Aspects of the Learning Guide Programme for further consideration

The discussions in the Zambian STC meetings show that, despite the strong case for scaling up the Learner Guide Programme in general, there remains a need to consider the practicalities of the following aspects:



Navigating the differing roles between Learner Guides, teachers, and guidance counsellors

STC members identified that there is a need to further discuss and identify whether formal teachers could be the ones to deliver the My Better World programme. They considered that giving teachers the responsibility for delivering the My Better World programme could be a cost-effective option:

If ... the programme is scaled up and is adopted by education as policy then it has to be integrated into what teachers are doing. At the end of the day... there could be a situation where we might want to maintain the Learner Guides, but sustainability of the Learner Guides is an issue. (Ministry of Education).

However, discussions also highlighted that the youth mentorship aspect provided by the Learner Guides is a priority for some STC members, and that teachers are already overburdened:

My view really is that the success of this programme is not by mistake ... and therefore, what I think is the main ingredient is this peer-to-peer learning and guidance that takes place. I think its uniqueness has contributed to the success and therefore we should not be talking about guidance teachers taking up those roles. (Zambia National Education Coalition).

Similarly, questions about the overlap of Guidance Counsellors and Learners Guides remain to be resolved. The majority of STC members identified that the Learner Guides support the role of Guidance Counsellors (which is often held by overburdened teachers):

I think the Learner Guides are so perfect because they are peers and it becomes easier because they can trust that they will not talk to their parents you know ... Also the availability you know for counsellors in schools to make impact, they are supposed to be readily available. They must have space where children can walk [in] any time. That is why teachers who combine teaching with counselling are not the best. That's why we are saying, if the ministry can detach the two and employ these Learner Guides in their capacity as Learner Guides providing these services then the access to students is going to increase for the provision of other services. (Zambia National Education Coalition).

One STC member also held the opinion that there is also a need to ensure that boys have access to male mentors who can provide psychosocial support. Currently this is not provided by the Learner Guide Programme:

If we look at the current policy by government, we are supposed to have a male and female psychosocial counsellor at every school to give an opportunity to girls to [discuss] female related specific issues [with] these counsellor and boys like wise. So really the involvement of boys, if you really look at the value of the programme and other children by virtue of being in CAMFED provinces and by virtue of being boys, they are losing out. It's very bad. It is very important that this programme benefits all the learners. (Zambia National Education Coalition).



Formal integration of the My Better World programme into the national curriculum

It was noted by one STC member that the Learner Guide Programme contradicts current National Curriculum Guidelines because:

It doesn't seem to fit Zambia Education Curriculum Framework [which states that] any activity that is conducted in the school should either be in the core or in the co-curricular activities ... the core is what is taught in class ... and then the co-curricular activities where you have clubs and associations. (Ministry of Education).

Given this, it was suggested that further discussions should be held with the National Curriculum Development Centre to support mainstreaming of the My Better World programme. It was also noted that the intersection of My Better World and the Civic curriculum needs to be further considered. One suggested that the My Better World programme could be added to the main curriculum in a similar way that the civics content is delivered:

Content which is found in the Civics book; can't we also do the same with My Better World so we have it in the schools [using] the main curriculum [book] that is going to be referred to as teachers are teaching. That way I'm seeing the situation where many learners would benefit from the book. (Ministry of Education).

Another STC member noted that this needed to seriously be considered as part of the scaling up process noting that:

If we leave the Learner Guide Programme the way it is like this and we are able to identify several learning attributes that are being found in the curriculum it may be seen to be ... a duplication of efforts. But if we go further to reduce the content of the Learner Guide [Programme] by eliminating anything that is already being implemented by the school curriculum and leave those that we feel are making value into the system then definitely [it] will be upscaled into the national system. (Ministry of Education).

This being said, other STC members held the view that in the interim, it might be appropriate to:

Start with working outside the curriculum and then when we make them appreciate ... everything. Let them find a way doing that but also prescribing the competences that become part of the curriculum. Meaning the competence-based curriculum. (Zambia National Education Coalition).



Formally timetabling the My Better World Programme

Five out of ten STC members identified that fitting the My Better World programme into the formal timetable posed a significant challenge with one noting:

If they are taught separate subjects or learning areas, that can't happen. But if [My Better World Lessons] are maybe running as a club during those core curriculum activities time, like prep time, it can do ... if its' taking the learning time then it would be a problem. (Ministry of Education).

Another noted that:

Initiatives are welcome, ... but are they going to load the pupil further or are they going to provide relief for a pupil? Then the timetables for the schools when they teach [are already] loaded. (National Youth Development Council).

Currently, most of the My Better World sessions take place after the formal school day has ended.

Opportunities to support sustainable scaling up of the Learner Guide Programme

STC members identified several opportunities which could be used to support the scaling up process.

Leveraging ministries beyond the Ministry of Education to finance the Learner Guide Programme

Discussions with STC members highlighted the need to work with other government ministries and departments to anchor the project in diverse institutions such as the National Youth Development Council. This council provides training to youth and links them to funding opportunities. The council could therefore link the Learner Guides to similar opportunities for entrepreneurship. It was also echoed by three STC members that at the local level, the Constituency Development Funds provide another opportunity for financial support, with one member noting that:

There is a lot of money which is sitting in constituencies [who are] looking at various aspects of development within [their] respective constituencies. So, if we have schools within the same constituencies where the Learner Guide Programme is being administered, a certain percentage or ... allocation of budget that goes to the constituency...[could be used to remunerate] the trainers within the Learner Guide Programme who are volunteers. They need to be appreciated to support the children who are within that constituency. (National Youth Development Council).

The Ministry of Community Development and Social Services have recently launched the National Volunteering Policy which provides a legal framework on how volunteers from different sectors should be treated, including how to navigate the issue of stipends for volunteers (United Nations, 2022). It was noted by one STC member that Community Health Workers are currently operating under a model which enables volunteer stipends and that this could be used to financially support the long-term funding of the Learner Guides:

Coming to Learner Guides, it's very much true that we can be treating the Learner Guides the way we have been treating the Community Health Workers at community level so that we identify sites or places ... where this can be happening. But for us at that level I am now seeing a situation where it will call for a minimum qualification for a Learner Guide and who offers that course? ... Incorporating Learner Guides into the system like Community Health Workers might take so long but there are still ways how Learner Guides can actually be paid. (Ministry of Education).



Timely engagement with the 2023 National Curriculum Review to support scaling up of the My Better World programme

While there was some contention between STC members about whether the My Better World programme should be incorporated in the national curriculum as discussed previously, it is notable that STC members identified that, for long term scalability, this integration would be essential.

During this discussion it was noted that The Ministry of Education is currently reviewing the education curriculum in Zambia, a process expected to close towards the first quarter of 2023. This provides a good opportunity for engagement with national government priorities and scaling up pathways. One STC member identified that:

Currently there is the curriculum review process that will be taking place this year. Where there will be wider consultation taking place around what we want to see in our curriculum. And as you know education is just for two things; it is there for skills, for future livelihood and values. The programme is rich in both. Part of what we can do in the short term is really to engage in the curriculum review process with very concrete evidence around the how, how we want this to be addressed in the curriculum and how we want government to really take it up. (Zambia National Education Coalition).

Conclusion

This brief has identified that the Learner Guide Programme aligns with Zambian policies, particularly in terms of supporting inclusive education and progression towards higher education, supporting youth with opportunities to become mentors and give back to their communities, and supporting the development of 21st Century skills including leadership, morality, and problem solving. Government officials agreed that it would be of value to scale up the programme in general. Specifically, they proposed that the youth mentorship and guidance and the soft skill development aspects of the programme should be prioritised. However, there remain some key aspects which need further consideration, including navigating the different roles played by Learner Guides, teachers, and guidance counsellors, formally integrating the My Better World programme into the national curriculum, and formally timetabling the programme into school timetables. Steps that can be taken forward include looking to ministries beyond the Ministry of Education for sustainable financing options, making use of the recently launched National Volunteer Policy, and engaging with the upcoming 2023 National Curriculum Review.

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