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Zambia Country Profile: Promoting the Employability and Employment of People with Disabilities Through Effective Legislation (Southern Africa)

Abstract
In recent years, many countries have adopted policies aiming to promote the rights of people with disabilities to full and equal participation in society. In Africa, some countries have made progress in introducing disability-related legislation, but many of these laws have not yet been implemented, and in others, existing national laws need to be reviewed in order to achieve equalization of opportunities for persons with disabilities.

The country study for Zambia is part of an ILO project, "*Promoting the employability and employment of people with disabilities through effective legislation*". The first phase of the programme (2001-2004) aimed at enhancing the capacity of national governments in selected countries of East Africa and Asia1 to implement effective legislation concerning the employment of people with disabilities. Phase 2 of the project (2004-2007) is extending coverage to several additional countries (Lesotho, Malawi, South Africa and Zambia in Africa and Viet Nam in Asia), with a broadened focus on provisions for vocational training and skills development.

This country study outlines the main provisions of the laws and policies in place in Zambia concerning the employment and training of people with disabilities. An initial review of the implementation of the legislation is also provided. A concluding comment underlines the progress made in the country and points to areas that have been identified, by key stakeholders or in the literature, as in need of further improvement. It may be read in conjunction with the regional overview prepared for the Technical Consultation in 2002, *"Employment of people with disabilities - The impact of legislation (East Africa),Technical Consultation Report, Addis Ababa, 20-22 May 2002"*, ILO, 2002.

Keywords
ILO, African Decade of Disabled Persons, Zambia, employment, legislation, policy, disability, disabled, Southern Africa

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International
Labour
Office

ZAMBIA COUNTRY PROFILE

June 2006

Promoting the Employability and Employment of People with Disabilities through Effective Legislation (Southern Africa)

Prepared by the ILO Skills and Employability Department
Funded by Irish Aid

International Labour Office
Geneva

Irish Aid
Department of Foreign Affairs
An Roinn Gnóthaí Eachtracha

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First published 2007

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Zambia country profile : Promoting the employability and employment of people with disabilities through effective legislation (Southern Africa) / prepared by the ILO Skills and Employability Department . Geneva : ILO, 2007 – ca. 19 p.
References
ISBN : 9789221196181; 9789221196198 (web pdf)
CORPORATE AUTHOR(S): International Labour Office. Skills and Employability Dept.
ILO DESCRIPTORS : employability, employment, vocational rehabilitation, rights of the disabled, disabled person, disabled worker, labour legislation, comment, Zambia
FACET : 13.02.1

ILO Cataloguing in Publication Data

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Printed in Switzerland 110107

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1. Introduction

Many countries throughout the world have, in recent years, adopted policies aiming to promote the rights of people with disabilities to full and equal participation in society. This has often been in response to the ILO Convention No. 159 concerning Vocational Rehabilitation and Employment of Disabled Persons (1983). Policy on employment opportunities for people with disabilities is frequently supported by legislation and implementation strategies as essential tools to promote integration and social inclusion.

Some countries in Africa have made progress in introducing disability-related legislation, but many of these laws have not yet been implemented. In other African countries, existing national laws need to be reviewed in order to achieve equalization of opportunities for persons with disabilities. Improving legislation and implementation strategies has been identified as one of the main issues to be tackled in the African Decade of Disabled Persons 1999-2009.

The effectiveness of laws in improving employment opportunities for disabled persons – whether they are vocational rehabilitation laws, quota legislation or anti-discrimination legislation – is central, not only in terms of the economic rights of disabled people, but also their broader social and political rights, which are closely linked to economic empowerment.

The country study for Zambia is part of an ILO project, "*Promoting the employability and employment of people with disabilities through effective legislation*". The first phase of the programme (2001-2004) aimed at enhancing the capacity of national governments in selected countries of East Africa and Asia[1] to implement effective legislation concerning the employment of people with disabilities. A knowledge base on laws and policies regarding people with disabilities was built and a Technical Consultation was held in Addis Ababa on 20-22 May 2002. Technical assistance was provided to selected national governments in implementing necessary improvements. Phase 2 of the project (2004-2007) is extending coverage to several additional countries (Lesotho, Malawi, South Africa and Zambia in Africa and Viet Nam in Asia), with a broadened focus on provisions for vocational training and skills development. A second Technical Consultation, *"Employment of people with disabilities - A human rights approach"*, took place in Addis Ababa, 23-25 September 2005, to launch Phase 2. Support to countries that are in the process of improving their legislation will continue, training will be arranged for key stakeholders in disability-related laws and policies, and support will be provided to media campaigns to promote positive images of disabled people at work.

This country study outlines the main provisions of the laws and policies in place in Zambia concerning the employment and training of people with disabilities. An initial review of the implementation of the legislation is also provided. A concluding comment underlines the progress made in the country and points to areas that have been identified, by key stakeholders or in the literature, as in need of further improvement. It may be read in conjunction with the regional overview prepared for the Technical Consultation in 2002, *"Employment of people with disabilities - The impact of legislation (East Africa), Technical Consultation Report, Addis Ababa, 20-22 May 2002"*, ILO, 2002.

[1] East Africa: Ethiopia, Kenya, Mauritius, Sudan, Uganda and United Republic of Tanzania; and Asia and the Pacific: Australia, Cambodia, China, Fiji, India, Japan, Mongolia, Sri Lanka and Thailand.

2. Context

The Republic of Zambia is a landlocked southern African country with a population of 9,885,591 (2000), of which 36.5 per cent lives in urban areas.[2] It is bordered by Angola (west), the Democratic Republic of Congo (north), the United Republic of Tanzania (north-east), Malawi (east), Mozambique (east), Zimbabwe (south) and Namibia (southwest). Zambia is a member of the Southern African Development Community (SADC).[3] Zambia, formally called Northern Rhodesia, gained its independence from Britain in 1964.

Zambia is one of the world's 50 Least Developed Countries (LDCs) and ranks 164 out of 177 countries on UNDP's Human Development Index (HDI) according to the *UNDP Human development report of 2004*.[4] The country's status on the key indicators used to calculate the HDI is as follows:

- life expectancy at birth was 32.7 years, almost equal for men and women;[5]
- gross enrolment ratio (combined for primary, secondary and tertiary education), was estimated at 47 per cent among boys and 43 per cent among girls;
- adult literacy rate was 80 per cent with a higher rate recorded for men (86.3 per cent) than women (73.8 per cent); and
- annual per capita GDP was US$840 in 2002.

Income poverty is extremely high as over 63 per cent of the population lives with less than US$1 per day while 87 per cent live with less than US$2 per day.[6] The labour force participation rate (15-64 years old) is 76.8 per cent, with a higher rate for men (87.4 per cent) than for women (67.1 per cent).[7]

Poverty has increased over the past 15 years and the economy has been steadily moving from the formal economy to the informal sector. Informal employment is estimated to account for 64 per cent of the country's non-agricultural employment. Almost 75 per cent of the informal economy is found in urban areas, mostly in Lusaka and the Copperbelt region. Most of the employment in the non-agricultural informal economy is found in trading, the rest being in manufacturing.[8]

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[2] Population figure according to the 2000 census: see Central Statistical Office, *Summary report of the 2000 census of population and housing*, Lusaka, 2003. For urban population, see UNFPA, www.unfpa.org/profile/zambia.cfm.

[3] SADC is a regional organization regrouping 12 Southern African countries that was originally created to reduce their dependency towards apartheid South Africa and that now promotes economic and social development.

[4] UNDP, *Human development report 2004*, Washington, 2004.

[5] Other sources estimate life expectancy to be higher. For example, UNFPA estimates it at 40.5 years (cf. www.unfpa.org/profile/zambia.cfm). In all cases figures are almost equal for men and women.

[6] UNDP, op. cit. GDP and income poverty are measured in purchasing-power parity (PPP), US dollars.

[7] UNFPA, op. cit.

[8] Hans Christiaan Haan, *Training for work in the informal sector: New evidence from Eastern and Southern Africa*, ILO-ITC Occasional Papers, Turin, 2001, p. 119.

HIV/AIDS prevalence is estimated at 16.5 per cent.[9] By 2000, Zambia had lost more than 10 per cent of its labour force as a result of AIDS,[10] and over 600,000 youths were orphaned. Training institutions are not equipped to offer much help to these rising numbers of orphans. HIV/AIDS is also placing extra burdens upon staff and students within training institutions.[11]

2.1 People with disabilities

The 2000 census found that there were 282,684 people with disabilities in Zambia, comprising 2.9 per cent of the population.[12] This figure is significantly lower than the WHO estimate of 7 to 10 per cent, according to which the population of disabled persons lies between 690,000 and 1 million.

In 2002-03, the Zambia Federation of the Disabled (ZAFOD, described in Section 4.4) and its member organizations organized consultations and conducted a needs assessment regarding the current situation of people with disabilities in Zambia.[13] They described the situation as follows:

- There is little awareness of the rights, needs and aspirations of people with disabilities, who are still victims of stigma.
- Over 90 per cent of buildings (including medical premises and churches) and streets are not accessible to disabled persons.
- There are few rehabilitation services and they lack funds, equipment and specialists.
- People with disabilities have access to both inclusive education and special education, but neither is adequately funded.
- Most disabled persons are not in employment because of inadequate education/training, the built environment and stigma.
- People with disabilities are rarely represented in decision-making forums, political parties and mainstream civil society organizations.
- Disability issues are rarely taken into account in governments' budgets.

They then identified 17 priorities for people with disabilities. The main priority identified was education, literacy and vocational training, followed by employment and poverty alleviation, legislation and policy, and capacity building of disabled persons organizations (DPOs).[14]

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[9] UNDP, op. cit.

[10] ILO, *HIV/AIDS and work: Global estimates, impact and response*, Geneva, 2004, p. 7.

[11] World Bank, *Project appraisal document on a proposed credit to the Republic of Zambia for a Technical Education Vocational and Entrepreneurship Training (TEVET)*, Development Programme Support Project. Report 21417-ZA. Washington, D.C., 2001, p. 10.

[12] ZAFOD, *National plan of action on disability in Zambia*, 2003.

[13] Of the 64 people gathering the data, 51 were people with various disabilities while 20 were women.

[14] ZAFOD, op. cit.

3. Legislative framework

Zambia has ratified ILO Convention No. 159 on Vocational Rehabilitation and Employment (Disabled Persons), 1983. In 1996, Zambia adopted the Persons with Disabilities Act, prohibiting discrimination on the grounds of disability and creating a State agency – the Zambia Agency for Persons with Disabilities (ZAPD) - to deal with disability issues. Provisions for persons with disabilities have not yet been mainstreamed in other legislation (for example, labour and vocational training). The Zambian Constitution contains one provision on disability, relating to welfare.

3.1 Constitution

The 1991 Constitution, amended in 1996, includes one sub-article on disability. Article 112 (f) states that: *"…the State shall endeavour to provide to persons with disabilities, the aged and other disadvantaged persons such social benefits and amenities as are suitable to their needs and are just and equitable"*. Disability is not mentioned in the anti-discrimination clause (Article 23) along with the other prohibited grounds (race, tribe, sex, place of origin, marital status, political opinions, colour or creed). However, Article 11 states that *"…every person in Zambia has been and shall continue to be entitled to the fundamental rights and freedoms of the individual*". This provision can be interpreted as meaning that people with disabilities have the same rights as other citizens.

3.2 Persons with Disabilities Act, 1996

The Persons with Disabilities Act, 1996, prohibits discrimination on the grounds of disability. Disability is defined as *"…any restriction resulting from an impairment or inability to perform any activity in the manner or within the range considered normal for a human being, and would or would not entail the use of supportive or therapeutic devices and auxiliary aids, interpreters, white cane, reading assistants, hearing aids, guide dogs or any other trained animals trained for that purpose"*. The failure to provide reasonable accommodation *("not providing different services or conditions required for the disability")* is considered discrimination (Article 19). Article 20 deals specifically with discrimination in the workplace. It prohibits discrimination in the advertising of employment; in the recruitment, training and promotion of staff; as well as in the terms and conditions of employment, including the provision of benefits. Article 21 prohibits discrimination by learning institutions in the acceptance/admission of students. The Parliament shall also make available funds for training institutions admitting people with disabilities, in order for these institutions to make necessary adjustments to accommodate them (Article 23). Employers hiring at least three persons with disabilities are also entitled to a tax rebate (Article 24).

The Act establishes ZAPD to promote, coordinate and provide services for disabled persons and advise the Minister on disability issues (see Sections 4.1.1 and 4.2.2). The Schedule of the Act (paragraph 9) allows ZAPD to establish a Fund to provide loans to people with disabilities for commercial venture, train disabled persons, and support disability-related research. The Fund, managed by ZAPD, provides loans to people with disabilities for income-generation projects.

3.3 Technical Education, Vocational and Entrepreneurship Training (TEVET) Act, 1998

This Act is part of the major reform process of Zambia's vocational training system, started in the second half of the 1990s. Zambia started by adopting a policy (1996) on vocational training (described in Section 4.1.4), followed by a Strategy Paper (1997) and then legislation (1998). The old system dated from the 1960s and focused mainly on the formal economy. There is general agreement that it did not correspond to the skills needs of the current labour market and the wider society. The reform aims at enabling the training system to be demand-driven – to be responsive to labour market needs – notably by giving great attention to the informal economy and to entrepreneurship development. The reform has a policy dimension and a structural/institutional dimension. The policy dimension is defined by the TEVET policy, while the TEVET Act of 1998 addresses the structural/institutional dimension.

As part of the TEVET reform process, the TEVET Act established the Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA; described in Section 4.2.5), to regulate and coordinate the TEVET system. The Act also provides for the decentralization of public training institutions, which are no longer administered by the Ministry of Science, Technology and Vocational Training (MSTVT), but by autonomous Management Boards. These are subject to national standards set by TEVETA but administer their own affairs, and are notably responsible for developing their own curricula, so that these might better respond to local labour market needs. With the enactment of the TEVET Act, the Government has thus moved from being a direct service provider to a financer and regulator.[15]

The Act also demands that every training institution be registered with TEVETA. Operating an institution without being duly registered constitutes an offence.[16]

3.4 International commitments

In 1989, Zambia ratified the ILO Convention concerning Vocational Rehabilitation and Employment (Disabled Persons), 1983 (No. 159). Overall, Zambia has ratified 39 ILO Conventions, including all eight Fundamental Conventions: Forced Labour Convention, 1930 (No. 29); Freedom of Association and Protection of the Right to Organize Convention, 1948 (No. 87); Right to Organize and Collective Bargaining Convention, 1949 (No. 98); Equal Remuneration Convention, 1951 (No. 100); Abolition of Forced Labour Convention, 1957 (No. 105); Discrimination (Employment and Occupation) Convention, 1958 (No. 111); Minimum Age Convention, 1973 (No. 138); and Worst Forms of Child Labour Convention, 1999 (No. 182).

Ratification of these Conventions commits Zambia to observing the principles of equal opportunity and equal treatment in laws, policies and programmes, including those concerning people with disabilities. It also commits the country to tripartite consultations in the process of developing these. DPOs should also be consulted.

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[15] Richard K. Johanson and Arvil V. Adams, *Skills development in Sub-Saharan Africa*, World Bank Regional and Sectoral Studies, Washington, 2004, pp. 77-79.

[16] Penalties include fines and imprisonment.

4. Policy and institutional framework

4.1 Policy

4.1.1 National Policy on Disability, 2002

Zambia's National Policy on Disability aims at integrating people with disabilities in the mainstream of society. More specifically, the objectives of the policy are: to promote awareness of disability issues; to facilitate the provision of rehabilitation and other services to people with disabilities; to promote equal rights and opportunities for and to eliminate all forms of discrimination against people with disabilities; and to create an enabling environment for the full participation of people with disabilities. The strategies to achieve these objectives include: the integration of people with disabilities into the vocational training system; the development of programmes for the equalization and integration into mainstream society; the provision of devices to promote the inclusion of disabled persons in the workplace and in the education system; the provision of micro-credit facilities for self-employment; the promotion of the participation of people with disabilities in decision-making on issues relating to their welfare; the development of mandatory standards of physical accessibility; gender mainstreaming in the provision of services to people with disabilities; advocacy programmes on human rights and disability issues; and promoting research on disability issues.

The Disability Policy also states that the Government will *"continue to review all legislation relating to persons with disabilities"*. Disability focal points will be established *"in all relevant institutions"*. ZAPD will work with *"all stakeholders"* in providing services for people with disabilities. The policy contains a brief implementation strategy that consists of the development of a strategic plan of action, without mentioning any time frame for its development. The plan of action will address the issues of gender and HIV/AIDS.

4.1.2 Zambia Poverty Reduction Strategy Paper (PRSP)

While not dealing extensively with disability issues, the Zambia PRSP[17] identifies people with disabilities as being among the disadvantaged and the poor. One of the PRSP objectives is to decentralize decision-making and to this effect, it states that, *"a decentralization policy will be developed and implemented <u>as a matter of top priority</u> to ensure that citizens, particularly women, disabled persons, and other disadvantaged groups, actively participate in their own affairs"*.[18] The PRSP identifies disability as a cross-cutting issue in the TEVET system.[19]

4.1.3 Education Policy

The 1996 National Policy on Education recognizes the right to education *"for each individual"* and that, *"regardless of personal circumstances or capacity"*. The policy contains a section on special needs education, which states: *"The Ministry of Education will ensure equality of educational opportunity for children with special needs. The*

[17] In the context of the Highly-Indebted Poor Countries (HIPC) debt-relief initiative, debtor countries have to develop and implement a PRSP to indicate where the money they will receive will be allocated.

[18] *Zambia PRSP*, p. 35.

[19] ibid., p. 80.

Ministry is committed to providing education of particularly good quality to pupils with special education needs. The Ministry will improve and strengthen the supervision and management of special education across the country."[20]

The policy aims to include children with disabilities in the mainstream education system, except for children with severe impairments who will continue to be catered to in segregated special schools. The policy also provides for the following measures: children with special needs are to be exempted from the *"direct costs"* of education; scholarships are to be provided for students with disabilities at the tertiary level, and an *"adequate number"* of special education teachers are to be trained.[21]

4.1.4 Technical Education, Vocational and Entrepreneurship Training (TEVET) Policy

The TEVET policy aims to *"…improve the technical education and vocational training and link it to the requirements of the employment sector"*. More specifically, it aims to: balance the supply of skilled labour with the demands of the economy; improve productivity and income generation; and minimize inequalities. The TEVET policy targets some groups in particular, which are believed to benefit more from the training. Those groups are: school leavers; employees in the formal sector; entrepreneurs (both in the formal and informal economy); the unemployed; women; and retrenched workers. The policy also states that the *"special needs of people with disabilities will be taken into consideration"*. People with disabilities are not one of the explicitly-mentioned target groups, however.

This policy targets the informal economy just as much as the formal economy. It includes all types of technical and vocational education, including agriculture, engineering, nursing and community development, as well as incorporating entrepreneurship development. The policy is implemented through the 2003 Sector Skills Development Strategy (SSDS).

4.1.4.1 Sector Skills Development Strategy (SSDS)

In order to make the system more responsive to the need of the labour market, Zambia launched its SSDS in 2003. This strategy has two components.

Part 1 focuses on the formal economy and consists of linking skills development with the needs of the labour market, by putting *"employers in the driver's seat for the determination of skills requirement and the training response to those demands"*. This is done through Sector Training Advisory Committees (STAC), committees formed around existing business associations and divided by sectors such as media and information, construction or utilities, and communication. In the overall objective of matching skills training with labour market needs, STACs develop skills development plans, in consultation with *"key companies and other organizations";* contribute to the development of curricula; assess the effectiveness of the training in their sector and recommend changes. To that end, STACs aim to promote linkages between employers and training providers.

Part 2 focuses on entrepreneurship development and on the informal economy. The Entrepreneurship and Informal Sector Development Unit of TEVETA (EISDU) was

[20] Republic of Zambia, Ministry of Education, *Educating our future: National policy on Education*, 1996, pp. 66 and 69.

[21] ibid., pp. 69-70.

established to integrate Entrepreneurship Development Programmes into the mainstream vocational training system and has the overall responsibility for entrepreneurship development and training programmes for the informal sector. To achieve these objectives, two types of centres were established. The Centres for Informal Sector Employment Promotion (CISEP) provide information on business opportunities, including on MSE support services, and facilitate training in business management skills and product marketing. CISEPs were part of the ILO's Improve Your Business programme (IYB) and received support from the German development agency Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) and Friedrich-Ebert-Stiftung (FES). The Entrepreneurship Development Centres (EDCs) serve as a link between the informal economy and TEVET institutions. They attempt to facilitate enterprise development among trainees by strengthening institutional capacity for training for the informal economy, training trainers, and initiating contacts with micro-credit institutions. The EDCs manage the Non-Formal Training Institute Support Fund that funds capacity building of training providers. So far, two EDCs have been established (in Lusaka and Ndola). A preliminary assessment of EDCs show little results, as training institutions appear to be slow in changing their training to cater to the informal economy and entrepreneurship development.[22]

4.1.4.2 Minimum training standards and grading

Zambia has issued a *Minimum Training Standards Guide* that deals with issues of trainers' qualifications, staff-student ratio, teaching hours, physical environment, equipment and tools, and examinations. For example, trainers must have a degree higher than the one they are teaching; some teaching qualifications; and a minimum of three to five years of industry experience. Training institutions are inspected upon registration and then every year and are graded according to their following of standards. Institutions that are evaluated as unsatisfactory cannot register and be accredited.

No specific standards have been established regarding trainers of young people with disabilities.

4.2 Institutional framework

4.2.1 Ministry of Community Development and Social Services (MCDSS)

The MCDSS has the overall responsibility for disability issues. It is responsible for alleviating the suffering of poor and disadvantaged groups, including women, children, youth and people with disabilities, through facilitation and provision of survival community development skills and direct social support. The Ministry is also the focal point for Non-Governmental Organization (NGO) coordination.[23] The Ministry runs the National Vocational Rehabilitation Centre in Ndola that provides vocational training for people with disabilities.

The MCDSS administers the Public Welfare Assistance Scheme (PWAS) introduced in 1995. Through this scheme, support is provided to the aged, orphans and vulnerable children, and people with disabilities. The three components of the programme are: social support in the forms of food and clothing; education cost scheme (i.e. to assist poor children with school-related expenses); and health care cost scheme (i.e. exemptions of

[22] Haan, op. cit., p. 136.

[23] United Nations, *Zambia country profile*, 2002, prepared for the World Summit on Sustainable Development held in Johannesburg, 26 Aug. to 4 Sept. 2002.

fees). PWAS aims to target the poorest 2 per cent of the population, but is reported not to reach out to the poorest.[24] This programme has been described as *"increasingly inadequate"*, with the limited funding and growing number of applicants. In 1999, only 29 per cent of those who sought to benefit from PWAS received assistance.[25]

The National Trust for the Disabled (NTD) was set up as an autonomous fund in 1994, under the auspices of the MCDSS as a credit facility for vulnerable but viable persons with disabilities. In addition to operating a revolving loan fund for disabled persons and delivering micro-credit for entrepreneurs with disabilities, NTD provides basic business management training, and generally promotes self employment among disabled persons.

4.2.2 Zambia Agency for Persons with Disabilities (ZAPD)

ZAPD was created by the Persons with Disabilities Act, 1996, described in Section 3.2, and is placed under the MCDSS. ZAPD has the responsibility to coordinate the implementation of the National Policy on Disability, described in Section 4.1.1., and to establish a Fund, in line with Schedule 9 of the Persons with Disabilities Act, 1996 (see Section 3.2). Its stated functions include: planning, promoting, coordinating and providing services for people with disabilities, including training services; welfare and rehabilitation; keeping statistical records of incidence and cause of disability; promoting research on rehabilitation programmes for people with disabilities; and advising the Minister on the well-being of people with disabilities. In preparing this report, no information could be found on services currently provided by ZAPD.

Members of the agency include eight representatives of DPOs, as well as a member of the Zambia Chamber of Commerce and Industry.

4.2.3 Ministry of Education

The Ministry of Education has overall responsibility for education, including special education. There are four boarding primary schools for the deaf: Magwero Mission (eastern province); St. Joseph's Mission (Kalulushi); St. Mulumba's (Choma); and Senanga (western province). There are also 30 units for deaf pupils in regular primary schools and one in a secondary school. There is also one boarding secondary school, Munali Junior and High School, in Lusaka Province. In preparing this report, no information could be found on the number of pupils attending inclusive education or attending the above-mentioned schools.

4.2.4 Ministry of Science, Technology and Vocational Training (MSTVT)

The MSTVT, established in 1992 through Presidential Order No. 42, has responsibility for developing science and technology and for the provision of technical education and vocational training.

The Ministry has reformed the provision of technical education, vocational and entrepreneurship training by implementing the Government TEVET Policy involving the creation of the Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA). The Ministry now focuses on policy formulation, monitoring and evaluation, international cooperation and financial resources mobilization. It is also responsible for

[24] United Nations, op. cit., p. 8.

[25] *Zambia PRSP*, pp. 28-29.

establishment of new institutions, overall collaboration with other government Ministries, as well as regulating 23 training institutions, through TEVETA.[26]

4.2.5 Technical Education, Vocational and Entrepreneurship Training Authority (TEVETA)

The TEVET Act of 1998 created the TEVETA. A statutory institution of the MSTVT, its mandate is *"to regulate, monitor and co-ordinate technical education, vocational and entrepreneurship training in consultation with industry, employers, workers and other stakeholders."*[27] It advises the Minister on the development of the quality of human resources through technical education, vocational and entrepreneurship training.[28] It is responsible for the implementation of the TEVET policy, described in Section 4.1.4. Employers represent one-third of the members of TEVETA and one of the members is a trade union representative. A representative of women involved in technical education, vocational and entrepreneurship training is also on the Authority.[29]

4.3 Vocational training institutions

There are over 250 training institutions in Zambia that enrol about 20,000 students a year.[30] It has been reported that not all of them are registered with TEVETA, a requirement under the TEVET Act. Of the 231 registered in 2002, only 39 (17 per cent) were public institutions (i.e. funded by the Government but operated by autonomous management boards). The distribution of training institutions by ownership is as follows:

	No.	Per cent
Church	39	17
Community/NGO	36	16
In-company	10	4
Public	39	17
Private (for-profit)	98	42
Trust	9	4
Total	**231**	**100**

Source: *TEVETA Annual Report (2002)* as quoted in Kazonga, op. cit., p. 3.

NGO providers tend to be located in Lusaka and the Copperbelt region. Church and NGO institutions generally enrol low-income students, while for-profit trainers target people with higher income who are able to pay fees. Church/NGO providers have lower educational requirements and also offer shorter training courses, some for less than six months.[31]

Recently, two associations of training providers have been set up. The Zambia Association of Training Providers (ZATP) was set up in 2001 and aims to regroup most training institutes. In preparing this report, however, no information could be found on

[26] www.mstvt.gov.zm/

[27] TEVET Act, Art. 5.

[28] www.mstvt.gov.zm/

[29] TEVET Act, Art. 6.

[30] E. Kazonga, *The development of a quality assurance programme: Issues and challenges in the provision of quality Technical and Vocational Education and Training (TVET): A case study of Zambia*, Lusaka, 2003, p. 2.

[31] Haan, op. cit., p. 125.

their exact membership. The Non-formal Training Association was registered in 2000 and focuses more on *"non-formal"* training providers, that is, institutes operated by church organizations or NGOs.[32]

The vocational training system faces several challenges. In a short paper written in November 2002, [33] the Coordinator of the TEVET Development Programme identifies a few challenges faced in training for the informal sector. There is no umbrella organization of informal economy employers, which makes it very difficult to involve employers in the vocational training system, including in curriculum development. Employers in the informal economy do not see formal training as a priority and prefer to rely on informal apprenticeships. Moreover, these employers have limited income and are generally not able to purchase training from providers. And despite the reform, training institutions appear to be still aimed at the formal sector and have rigid curriculum, entry requirements and methods of training. He suggests that both informal economy employers and training institutions need role models of peers having succeeded. This could be done if these employers hired trainees from the TEVET system and if training institutions catered to trainees from the informal economy.

A survey of non-governmental providers in Zambia identifies the major constraints they face in opening or operating an institution: lack of capital or access to credit and poor economic conditions that make it difficult to charge fees to trainees.[34] One of the main problems of the TEVET system in Zambia appears to be that trainers in non-governmental institutions lack pedagogical skills and have trouble transmitting their technical knowledge to their students.[35]

4.4 Organizations of/for people with disabilities (DPOs)

The umbrella organization, ZAFOD, the Zambian Federation of the Disabled, is a grouping of Zambian DPOs. ZAFOD was founded in 1985 and is a member organization of the Southern Africa Federation of the Disabled (SAFOD). Its main activities consist of advocacy and awareness raising, and it also provides small loans to people with disabilities and training in small-scale business management.

Zambian DPOs include: the Zambian National Association of the Deaf (ZNAD), the Zambian National Association of the Hearing Impaired (ZNAHI), the Zambian National Association of the Partially Sighted (ZNAPS), the Zambian National Association of Disabled Women (ZNADWO), the Zambian National Association of the Physically Handicapped (ZNAPH), the Zambian Association of Children and Adults with Learning Disabilities (ZACALD), and the Zambian National Federation of the Blind (ZANFOB). All but the latter are member organizations of ZAFOD. ZANFOB is itself an umbrella organization.

In addition, there are 23 further DPOs in Zambia. Among these is the Disabled Entrepreneurs Association of Zambia, a DPO founded in 2000 with the aim of promoting

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[32] ibid., p. 126.

[33] Joseph Muluni, *Challenges in designing appropriate technical and vocational education and training and entrepreneurship education: A Zambian perspective*, Government of Zambia, Ministry of Science, Technology and Vocational Training (MSTVT), 2002.

[34] Richard K. Johanson and Arvil V. Adams, *Skills development in Sub-Saharan Africa*, World Bank Regional and Sectoral Studies, Washington, 2004, p. 96.

[35] Kazonga, op. cit., p. 5 and Haan, op. cit., p. 124.

entrepreneurship of people with disabilities as a way to improve their socio-economic status.

In order to address the needs of people with disabilities, ZAFOD developed a National Plan of Action (NPA) for the period 2003-2008. The NPA aims to achieve the following objectives by the end of 2008: the number of people with disabilities enrolled in mainstream schools and vocational training institutions should have increased by 20 per cent; 50 disabled persons should have been trained by DPOs; more disabled persons should be employed, have access to credit while fewer should be living in poverty; people with disabilities should be represented in at least five political parties and in all statutory bodies (e.g. Parliament, Human Rights Commission); and relevant legislation (e.g. education, labour, social welfare, medical, transport) should have been amended by 2006 to incorporate disability issues. In implementing the NPA, ZAFOD and its member organizations have the following targets: sponsor ten students a year to obtain vocational training in the mainstream system; grant loans to 63 women with disabilities and 63 youth with disabilities a year for income-generating projects; collect data on the employment of people with disabilities; establish peer counselling centres and HIV/AIDS counselling centres; build 180 low-cost houses for people with disabilities; and conduct advocacy activities on various disability issues.

5. Concluding comment

Zambia has made progress in mainstreaming disability in terms of policy. Disability issues are mentioned in the TEVET policy, the education policy and in the PRSP. Zambia has also adopted disability-specific legislation, though information on the effectiveness of its implementation was not available, and there is some indication that it is not being implemented. According to ZAFOD, the Persons with Disabilities Act, 1996, *"hasn't been enforced and its violations are rarely recognized mainly due to ignorance, among the various stakeholders, of what it entails"*.[36] The same is said about the provisions on disability in general policy documents. This is probably due to the fact that most people see disability issues as being only the responsibility of the Ministry for Community Development and Social Services (MCDSS).

Much remains to be done to provide for the needs of disabled persons in other pieces of legislation. In its NPA of 2003, ZAFOD had expressed the objective of seeing various pieces of legislation amended by 2006, so as to incorporate a disability perspective. The National Policy on Disability also states that the Government will *"continue to review all legislation relating to persons with disabilities"*. The country's Constitution is almost silent on disability and only contains one charity-based provision, although the provision prohibiting discrimination is broad, including eight grounds.

Despite facing great challenges, Zambia has engaged itself on a reform of its TEVET system that could lead to some improvement. The TEVET policy and the TEVET Act do not pay much attention to people with disabilities besides saying that their special needs will be taken into consideration. The Zambia PRSP goes a little further by identifying disability as a cross-cutting issue, but the operationalization of this strategy is still awaited. The current reform should help, however, by extending the field of vocational training to the informal economy and to entrepreneurship development, thus becoming more relevant to people from poor economic background or low educational level, amongst whom people with disabilities tend to be concentrated.

An important step forward would be taken, if all government ministries included a disability perspective in their portfolios, and introduced measures to promote the inclusion of disabled persons in services and activities within their remit. The role of the MCDSS and of the Zambia Agency for Persons with Disabilities in this new structure would need to be redefined.

[36] ZAFOD, op. cit.