

Employment Transformation Policy Recommendation

Ghana Agenda 2046 – From Skills Mismatch to Skills Sovereignty

Prepared by
Black Star Summit 2026



Submitted to:
Ministry of Employment and Labour Relations

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EXECUTIVE SUMMARY

Problem Statement

Ghana faces a deepening employment crisis driven not simply by a lack of jobs, but by a profound structural mismatch between the skills Ghanaians possess and the skills the economy demands. Latest Ghana Statistical Service data shows that about one in four employed Ghanaians experience a qualification mismatch with their job, and that the composite labour underutilisation rate stands at 23.4%¹. Overall unemployment averaged 12.8% in the first three quarters of 2025, with youth unemployment markedly higher. The Black Star Summit Employment Breakout Session identified skills mismatch as the single largest structural driver of this crisis. Compounding it are systemic barriers including nepotism, favoritism, and gatekeeping in recruitment that prevent merit from determining opportunity; an education system that remains overly theoretical and poorly aligned with industry needs; and an informal sector employing more than 80% of Ghanaian workers yet operating without adequate regulation, fair wage protection, or social security coverage. Youth migration for better opportunities continues to represent a massive haemorrhage of Ghana's human capital. Without deliberate structural reform, these dynamics will deepen as the working-age population expands.

Vision

Vision Statement

A Ghana where every individual possesses the requisite skills to thrive, as an entrepreneur or a competent participant in the formal sector. Universal access to meaningful employment opportunities regardless of geography, background, or socioeconomic status. A Ghana where citizens do not need to migrate for better opportunities, equipped with transferable skills for both entrepreneurship and formal employment.

Proposed Solution

The Employment Transformation Policy deploys \$100 million as catalytic capital to trigger structural reform across five integrated systems: a comprehensive TVET Overhaul to deliver transferable, market-relevant skills; an Informal Sector Empowerment Programme (ISEEP) to regulate, protect, and integrate the informal workforce; an Education-to-Employment Transition Framework (EduTrans) to bridge the gap between institutions and industry; a Digital Employment System for transparent, merit-based recruitment and skills tracking; and a Workforce Innovation Hub to nurture entrepreneurship and creativity among youth. The approach is disciplined: it does not attempt to solve everything simultaneously but catalyses the structural and policy reforms that build employment systems capable of outlasting political cycles.

Funding Request

Total Funding Request: \$100,000,000 (Catalytic Investment Framework)

This proposal requests \$100 million as catalytic capital, not the sole source of employment financing, but the spark that triggers legislative reform, private sector co-investment, and institutional change. The long-term vision is a self-sustaining employment system funded through

¹ Ghana Statistical Service. (2025). *Quarterly Labour Force Statistics, Q1–Q3 2025*. GSS. <https://www.statsghana.gov.gh>.

Ghana's own economic growth, an expanded tax base from a formalised workforce, and public-private partnerships that outlast the initial investment.

Expected National Impact

If fully implemented over 20 years (2026–2046), this policy will deliver:

- Reduce youth unemployment by 60% over 20 years
- Reduce labour underutilization from 23.4% to below 8%, and halve the share of workers reporting a qualification mismatch with their job
- Achieve 90% youth employment or entrepreneurship rate by Year 20
- Achieve 80% informal sector worker registration with SSNIT social protection coverage
- Reduce youth migration for work by 60% by Year 20
- Increase rural employment opportunities by 75% by Year 20
- Achieve greater than 85% worker satisfaction with job quality and compensation nationally
- Reduce out-of-pocket expenditure on job searching by 50% by Year 20

BACKGROUND & CONTEXT

Current Situation in Ghana

Ghana's employment landscape is characterised by a paradox: rapid economic growth that has not translated into proportionate expansion of quality, formal employment. The economy has grown steadily but the labour market has failed to absorb the expanding working-age population into productive, well-remunerated work. Key structural deficits, as identified by Black Star Summit breakout session participants, include:

- **Skills and Qualification Mismatch:** The dominant structural driver of the employment crisis. About one in four employed Ghanaians report a qualification mismatch with their job; educational outputs do not match labour market demands, producing graduates who are not job-ready for available roles and cannot create their own.
- **Gatekeeping, Nepotism, and Favoritism:** Access to formal employment is systematically distorted by social networks and patronage rather than merit, disenfranchising qualified candidates and entrenching inequality.
- **Weak Education-Industry Linkage:** The education system remains overly theoretical and rote-learning-based, producing credentials rather than competencies. Industry-academia partnerships are fragmented and rare.
- **Informal Sector Vulnerability:** Over 80% of Ghanaian workers are in the informal sector, operating without regulatory protection, fair minimum wage enforcement, or SSNIT social security contributions, leaving them economically precarious.
- **Overqualification and Underqualification:** About 10% of employed workers report being overqualified for their roles, and 15.7% report being underqualified, both symptoms of a misaligned education and training system.
- **Deficit of Creativity and Entrepreneurship:** Cultural conditioning and an education system that does not reward creativity or risk-taking have suppressed the entrepreneurial mindset that Ghana's economic diversification requires.

- Rural Employment Deficit: Employment opportunities are concentrated in urban centres, driving rural-to-urban migration and leaving agricultural and rural communities without a skilled workforce.

Why This Matters Now

Ghana's working-age population is expanding rapidly. The demographic dividend, the economic boost from a large working-age cohort relative to dependents, can only be captured if that population is productively employed. Without structural reform, Ghana risks a demographic liability instead: a large, unemployed, underemployed, and discontented youth population that becomes a source of social instability rather than economic growth.

The economic cost of inaction is severe. Youth unemployment and underemployment represent a massive loss of human capital and GDP potential. Youth migration, Ghana's most educated and ambitious leaving for better opportunities abroad, is both a symptom and an accelerant of the crisis. Meanwhile, the AfCFTA, headquartered in Accra, presents an extraordinary opportunity for Ghana to become a skilled-labour exporter and regional business hub. Capturing that opportunity requires a workforce equipped with transferable, internationally competitive skills. The moment for transformation is now.

Key Insight from the Breakout Session

"Unemployment in Ghana is driven by skills mismatch, weak education-industry alignment, and systemic barriers such as gatekeeping and limited informal sector regulation. Addressing it requires intentional reforms, including TVET overhaul, effective policy implementation, and shared commitment between institutions and individuals to build relevant, transferable skills." – Black Star Summit Employment Breakout Session Team

VISION FOR GHANA IN 20 YEARS

By 2046, Ghana will be a nation where skills determine opportunity, where every citizen has access to a meaningful livelihood, and where the informal sector is a dignified, protected, and productive part of the national economy. The vision is built across five dimensions:

Economic Transformation

A skills-led economic transformation will diversify Ghana's economy beyond commodities, building competitive advantages in manufacturing, services, technology, and creative industries. A formalised, productive workforce will contribute to an expanded tax base that sustainably funds public services. Ghana will be a regional hub for skilled labour, attracting investment and retaining its own talent rather than exporting it.

Human Capital Development

Ghana's TVET system will be world-class, prestigious, industry-aligned, and accessible regardless of geography or socioeconomic background. The education-to-employment pipeline will be seamless: every school, polytechnic, and university will have active industry partnerships. Every graduate will leave with a verified, transferable skills portfolio alongside their academic credential. Entrepreneurship will be cultivated as a core competency from secondary school onwards.

Governance and Accountability

Recruitment across public and private sectors will be transparent and merit-based, enforced through digital systems and legislative mandate. Nepotism, gatekeeping, and favoritism will be systematically eliminated from hiring practices. A National Employment Performance Dashboard will make labour market data visible to citizens, investors, and policymakers in real time, enabling evidence-based decisions and public accountability.

Technology and Innovation

A national Digital Employment System will match skills to opportunities with precision, eliminating information asymmetries that waste talent. Skills tracking systems across all TVET and tertiary institutions will give employers verified competency profiles of job seekers. The Workforce Innovation Hub will nurture the creativity, problem-solving, and entrepreneurial thinking that the Fourth Industrial Revolution demands.

Inclusion and Equity

Employment opportunities will reach every Ghanaian regardless of geography, gender, disability, or background. Rural employment will be transformed through agri-business, rural technology hubs, and decentralised TVET centres. Informal sector workers, the backbone of Ghana's economy, will have the same legal protections, social security, and dignity as their formal sector counterparts. Women and youth will be specifically targeted with interventions that address structural barriers to their economic participation.

POLICY OBJECTIVES

The Employment Transformation Policy is guided by eight SMART strategic reform objectives, each specific, measurable, and time-bound:

1. Reduce labour underutilisation from 23.4% to below 8% by Year 12, and halve the share of employed workers reporting a qualification mismatch, through a comprehensive overhaul of the TVET system and the EduTrans Framework.
2. Increase the population within 30 minutes of a functional skills training centre to 95% by Year 20, ensuring geographic equity in access.
3. Implement an interoperable skills tracking system in 100% of TVET institutions by Year 12.
4. Achieve 80% informal sector worker registration with SSNIT social protection coverage by Year 12.
5. Reduce youth unemployment by 60% and achieve a 90% youth employment or entrepreneurship rate by Year 20.
6. Reduce youth migration for better work opportunities by 60% by Year 20.
7. Increase rural employment opportunities by 75% by Year 20 through decentralised TVET, agri-business development, and rural innovation hubs.
8. Establish transparent, merit-based digital recruitment systems across 100% of public sector employers and at least 70% of registered private sector employers by Year 15.

Additional system-level targets:

- Achieve 90% NHIS-equivalent social protection for informal workers by Year 20

- Achieve greater than 85% worker satisfaction with job quality and compensation nationally by Year 20
- Establish industry-academia partnerships in 100% of tertiary institutions by Year 10
- Reduce overqualification (10%) and underqualification (15.7%) rates each by 50% by Year 12

PROPOSED STRATEGIC INTERVENTIONS

The Employment Transformation Policy organizes its interventions across five strategic systems. These are not standalone programmes; they form an integrated architecture in which each system reinforces the others, addressing the full employment lifecycle from skills formation to job placement to worker protection.

Strategic Area	Key Interventions	Target Group	Expected Outcome
1. TVET Overhaul (\$35M)	Comprehensive curriculum reform to deliver transferable, industry-relevant skills; TVET rebranding as a prestigious pathway; industry-led competency standards; mobile TVET units for rural communities; instructor upgrading programme	Youth, school leavers, unemployed adults, rural communities	Labour underutilisation reduced from 23.4% to below 8% by Year 12; qualification mismatch halved; TVET seen as aspirational
2. Informal Sector Empowerment (ISEEP) (\$25M)	Informal sector registration system; mandatory SSNIT contribution framework; minimum wage enforcement; legal protection for informal workers; formalisation incentives; informal business development services	Informal sector workers (80%+ of Ghanaian workforce); market traders; artisans; domestic workers	80% informal registration with SSNIT by Year 12; fair wages; social protection for all workers
3. EduTrans Framework (\$20M)	Industry-academia partnership programme; curriculum reform in secondary and tertiary education; mandatory work-integrated learning; career guidance infrastructure; employer advisory boards in all institutions	Secondary and tertiary students; educational institutions; employers	100% tertiary institutions with active industry partnerships by Year 10; graduates who are job-ready
4. Digital Employment System (\$10M)	National skills tracking and job-matching platform; transparent digital recruitment for public sector; employer accountability dashboards; digital identity verification linked to skills credentials	Job seekers; employers; public sector; TVET graduates	Merit-based recruitment entrenched; nepotism and gatekeeping systematically reduced; skills-job matching efficiency improved
5. Workforce Innovation Hub & M&E (\$10M)	Creativity and entrepreneurship programmes in 20+ secondary schools; youth innovation competitions; start-up incubation support; National Employment Performance Dashboard; independent annual reviews; 5-year evaluations	Youth; aspiring entrepreneurs; policymakers; civil society	Entrepreneurship normalised as a career pathway; data-driven governance; public accountability

The plan also specifies five deliberate strategic exclusions that define the boundaries of this reform:

- Not expanding the government payroll: capital-intensive and does not solve systemic skills mismatch
- Not subsidizing every job immediately: financially unsustainable and distorts market mechanisms
- Not running vertical skills programmes in silos: fragments delivery and duplicates systems; instead integrated through EduTrans
- Not pursuing nationwide rollout without piloting: Phase 1 pilots generate evidence needed for confident scale-up
- Not focusing only on formal employment: the informal sector employs 80%+ of Ghanaians and cannot be ignored

IMPLEMENTATION FRAMEWORK

The Employment Transformation Policy adopts a four-phase, 20-year implementation roadmap with 5-year intervals. This structure reflects the complexity of systemic employment reform: early phases build foundations and generate evidence; later phases scale what works, integrate across systems, and achieve durable, self-sustaining transformation. Each phase has its own SMART Work Plan with clear milestones, responsible parties, and Deadlines.

Implementation Philosophy: The Milan Cathedral Principle

Durable employment systems are built over generations, not election cycles. This four-phase approach recognizes that genuine transformation – of TVET culture, of education-industry alignment, of informal sector norms, of recruitment practices – requires patient, sustained effort across administrations. The \$100M is the catalyst; Ghana's own prosperity must sustain the momentum.

PHASE 1
Years 1–5
(2026–2030)

Foundation – Policy Reform, Pilots, Infrastructure & Institutional Strengthening

Phase 1 establishes the legislative, institutional, and infrastructure foundations without which subsequent phases cannot succeed. Every major reform is piloted before national scale-up, generating local evidence and building public confidence.

SMART Work Plan – Phase 1 Milestones:

Ref	Milestone / Activity	Responsible Party	Deadline
1.1	Approve National TVET Reform Strategy, endorsed by Ministry of Education and Cabinet, establishing national competency standards and industry-aligned curricula	Ministry of Education / Cabinet	By Year 2
1.2	Pilot EduTrans Framework in 5 regions – deploying employer advisory boards, work-integrated learning requirements, and industry partnership agreements	Ghana Tertiary Education Commission / MoE	By Year 4
1.3	Implement informal sector registration system and phased SSNIT integration in 50 districts, with formalisation incentives and business development support	Ministry of Employment / SSNIT / District Assemblies	By Year 5

1.4	Establish transparent merit-based digital recruitment pilots across 10 major public and private sector employers, with published accountability dashboards	Public Services Commission / Ministry of Employment	By Year 3
1.5	Launch creativity, entrepreneurship, and innovation nurturing programmes in at least 20 secondary schools across all regions	Ministry of Education / GES	By Year 5
1.6	Commission baseline Labour Market Skills Assessment to establish verified data on skills mismatch, overqualification, underqualification, and sector demand	Ghana Statistical Service / Ministry of Employment	By Year 1
1.7	Enact legislative reforms for informal sector worker protection, minimum wage enforcement, and mandatory SSNIT contributions for informal employers	Parliament / Attorney General	By Year 3
1.8	Launch National Employment Performance Dashboard (publicly accessible, real-time) tracking skills, unemployment, sector demand, and informal registration metrics	Digital Employment System Unit / MoE	By Year 3
1.9	Begin instructor upgrading programme: retrain 500 TVET instructors in industry-relevant competencies and modern pedagogical methods	CTVET / TVET institutions	By Year 5
1.10	Establish the National Employment Transformation Council (cross-ministry, private sector, civil society) to provide independent oversight and course correction	Office of the President / MoE	By Year 2

PHASE 2 Years 6–10 (2031–2035)	Expansion – Scale Proven Interventions & Deepen National Implementation
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Phase 2 scales what works from Phase 1 pilots across all 16 regions and 261 districts. It is the primary period of national TVET expansion, digital system deployment, informal sector formalization at scale, and EduTrans institutionalization in all tertiary institutions.

SMART Work Plan – Phase 2 Milestones:

Ref	Milestone / Activity	Responsible Party	Deadline
2.1	Increase population with market-relevant transferable skills to 70% of the working-age population	CTVET / MoE / GES	By Year 10
2.2	Reduce labour underutilisation from 23.4% to 12% through scaled TVET delivery and EduTrans curriculum reform across all tertiary institutions	CTVET / GTEC / MoE	By Year 10
2.3	Achieve 80% informal sector worker registration with SSNIT social protection coverage across all districts	Ministry of Employment / SSNIT	By Year 10
2.4	Establish industry-academia partnerships in 100% of tertiary institutions, with mandatory work-integrated learning for all degree and diploma programmes	GTEC / MoE / Private Sector	By Year 10
2.5	Deploy national interoperable Digital Employment System – skills tracking, job matching, and merit-based digital recruitment – across all public sector employers	Ministry of Employment / Public Services Commission	By Year 8

2.6	Reduce overqualification (10%) and underqualification (15.7%) each by 50% through reformed TVET pathways and career guidance infrastructure	CTVET / GTEC	By Year 10
2.7	Expand creativity and entrepreneurship programmes to 200 secondary schools and establish 5 Workforce Innovation Hubs in regional capitals	MoE / GES / NBSSI	By Year 9
2.8	Conduct independent 5-Year Comprehensive Employment System Evaluation and publish findings publicly; recalibrate Phase 3 based on evidence	Independent Evaluators / MoE PMO	Year 6
2.9	Scale merit-based digital recruitment to 70% of registered private sector employers through incentives and regulatory mandate	Ministry of Employment / Ghana Revenue Authority	By Year 10
2.10	Launch mobile TVET units in underserved rural districts, targeting communities more than 30 minutes from a fixed training centre	CTVET / District Assemblies	By Year 8

PHASE 3
Years 11–15
(2036–2040)

National Integration – System Consolidation & Universal Skills Access

Phase 3 integrates all employment transformation systems into a coherent, nationally unified architecture. It consolidates gains from Phase 2, addresses emerging gaps identified through evaluation, and begins delivering the headline 20-year outcome targets.

SMART Work Plan – Phase 3 Milestones:

Ref	Milestone / Activity	Responsible Party	Deadline
3.1	Reduce skills mismatch to below 25% through fully reformed, nationally integrated TVET and tertiary education systems	CTVET / GTEC / MoE	By Year 12
3.2	Achieve 95% coverage: population within 30 minutes of a functional skills training centre, including rural communities served by mobile TVET units	CTVET / District Assemblies	By Year 15
3.3	Implement interoperable skills tracking system in 100% of TVET institutions, linked to Digital Employment System and employer verification platforms	Ministry of Employment / CTVET	By Year 12
3.4	Achieve 100% merit-based digital recruitment compliance across all public sector institutions; 80% compliance across registered private sector	Public Services Commission / Ministry of Employment	By Year 15
3.5	Increase rural employment opportunities by 50% from baseline through agri-business development, rural technology hubs, and decentralised TVET	MoFA / NBSSI / District Assemblies	By Year 15
3.6	Achieve 70% youth employment or entrepreneurship rate nationally, with particular progress in rural and northern regions	Ministry of Employment / NBSSI	By Year 15

3.7	Achieve 50% reduction in youth migration for work, measured through Ghana Statistical Service annual Labour Force Survey	Ghana Statistical Service / MoE	By Year 15
3.8	Conduct second independent 5-Year Comprehensive Evaluation and table findings before Parliament; publish publicly with Government response	Independent Evaluators / Parliament	Year 11
3.9	Fully integrate mental health and entrepreneurial resilience support into all Workforce Innovation Hubs and TVET institutions	MoH / MoE / CTVET	By Year 14
3.10	Establish Ghana as a regional centre for skills development excellence, exporting TVET expertise to ECOWAS partner countries	MoE / MoFA / CTVET	By Year 15

PHASE 4
Years 16–20
(2041–2046)

Sustainability & Global Competitiveness – Universal Employment Coverage & Self-Sustaining Systems

Phase 4 achieves the full vision of the Employment Transformation Policy. By Year 20, Ghana's employment systems will be financially self-sustaining, internationally competitive, and deeply institutionalized across public, private, and civil society sectors. Ghana will have earned its position as a regional leader in human capital development.

SMART Work Plan – Phase 4 Milestones:

Ref	Milestone / Activity	Responsible Party	Deadline
4.1	Achieve 90% youth employment or entrepreneurship rate nationally, with less than 25% skills mismatch sustained	Ministry of Employment / CTVET	By Year 20
4.2	Reduce youth unemployment by 60% from the 2026 baseline as measured by Ghana Statistical Service Labour Force Survey	Ghana Statistical Service / Ministry of Employment	By Year 20
4.3	Reduce youth migration for work by 60% from baseline, demonstrating that Ghana provides competitive opportunities at home	Ministry of Employment / Ghana Statistical Service	By Year 20
4.4	Achieve 95% functional linkages between education institutions and industry across all levels of the education system	GTEC / MoE / Private Sector	By Year 20
4.5	Increase rural employment opportunities by 75% from baseline, transforming rural communities into productive economic centres	MoFA / NBSSI / District Assemblies	By Year 20
4.6	Achieve greater than 85% worker satisfaction with job quality and compensation nationally, across both formal and informal sectors	Ghana Statistical Service / Ministry of Employment	By Year 20
4.7	Employment Transformation Fund financially self-sustaining: TVET fees, industry co-financing, and expanded tax revenues from a formalized	Ministry of Finance / MoE	By Year 20

	workforce sustain operations without donor dependency		
4.8	Reduce out-of-pocket expenditure on job searching by 50% through free access to Digital Employment System matching platform and publicly funded career guidance services	Ministry of Employment / Digital Employment Unit	By Year 20
4.9	Publish Final 20-Year Impact Assessment; table before Parliament; establish post-2046 Employment Development Strategy based on lessons learned	Independent Evaluators / Parliament / MoE	Year 20
4.10	Position Ghana as a net exporter of skilled human capital to ECOWAS and continental African markets, generating foreign exchange and international prestige	MoE / MoFA / CTVET	By Year 20

BUDGET ALLOCATION FRAMEWORK

USD 100 Million Investment Plan

The \$100 million is deployed as catalytic capital. Primary investment in TVET receives the largest single share because skills and qualification mismatch is the dominant structural driver of Ghana's employment crisis: roughly one in four employed workers report a qualification mismatch, labour underutilisation stands at 23.4%, and overall unemployment averaged 12.8% in 2025. Fixing the frontline training system delivers the greatest long-term reduction in unemployment burden and cost. Every allocation is justified by expected return on investment and contribution to systemic, durable structural change.

Sector / Activity	Amount (USD)	Share (%)	Phases	Strategic Rationale
TVET Overhaul	\$35,000,000	35%	1 & 2	Largest share: skills and qualification mismatch is the leading structural driver of unemployment and labour underutilisation; reformed TVET delivers transferable skills for both employment and entrepreneurship
Informal Sector Empowerment (ISEEP)	\$25,000,000	25%	1-3	Addresses critical gaps in regulation, fair wages, and social security for the 80%+ of Ghanaian workers in the informal sector
EduTrans Framework	\$20,000,000	20%	1 & 2	Bridges weak education-industry linkage and rote-learning limitations; multiplies effectiveness of all education investment
Digital Employment Systems	\$10,000,000	10%	1 & 2	Enables transparent merit-based recruitment, reduces nepotism and gatekeeping, and improves skills-job matching efficiency
Workforce Innovation Hub & M&E	\$5,000,000	5%	1-4	Nurtures entrepreneurship and creativity; National Employment Performance Dashboard; independent annual reviews; 5-year evaluations

Innovation & Contingency Reserve	\$5,000,000	5%	1–4	Supports adaptive implementation, unforeseen challenges, and emerging opportunities not anticipated at design stage
TOTAL	\$100,000,000	100%	–	

Financial Justification

Every dollar invested in skills development and employment systems in middle-income countries generates an estimated \$4–9 in economic returns through increased productivity, reduced social expenditure on unemployment, and expanded tax revenues from a more productive workforce². Ghana's combination of widespread qualification mismatch, 23.4% labour underutilisation, and 12.8% unemployment represents a massive drag on productivity that structured TVET investment can systematically reverse.

Co-financing is projected from four streams: (i) private sector investment in TVET through industry-academia partnerships and co-financing of Workforce Innovation Hubs; (ii) increased Government budget allocations to education and employment as fiscal space grows; (iii) international development partner contributions aligned to the national plan rather than fragmented through vertical programmes; and (iv) TVET fees and commercial revenues from the national Digital Employment System platform. Long-term, the formalization of the informal sector will expand the SSNIT and tax base substantially, creating a virtuous cycle in which employment reform funds its own continuation.

STAKEHOLDER ENGAGEMENT

The Employment Transformation Policy's effectiveness depends on broad institutional ownership and sustained multi-sector engagement. The policy influencing strategy builds local evidence through pilots, frames reform as a national development and economic competitiveness priority, and drives legislative reform that makes change durable across election cycles.

Stakeholder	Category	Role	Engagement Mechanism
Ministry of Employment & Labour Relations	Government	Lead policy authority for employment, labour law, and informal sector regulation	Cabinet-level steering committee; quarterly programme reviews
Ministry of Education	Government	TVET reform; EduTrans framework; curriculum policy; school-level entrepreneurship	Joint technical working group; education reform task force
Ghana Tertiary Education Commission	Government	Tertiary institution compliance with EduTrans;	GTEC Employer Advisory Board

² Psacharopoulos, G., & Patrinos, H. A. (2018). Returns to investment in education: A decennial review of the global literature. *Education Economics*, 26(5), 445–458. <https://doi.org/10.1080/09645292.2018.1484426>.

		industry partnership mandates	
CTVET (Council for TVET)	Government	National TVET standards; instructor upgrading; competency frameworks	TVET Reform Steering Committee
Parliament – Employment Committee	Government	Legislation; budget oversight; accountability hearings on employment outcomes	Bi-annual briefings; committee submissions
Public Services Commission	Government	Merit-based recruitment enforcement across public sector	Digital recruitment pilot task force
SSNIT	Government	Informal sector social protection; SSNIT registration drive	Informal sector integration task force
Employer Associations (AGI, GNCCI)	Private Sector	Industry competency standards; EduTrans partnership; apprenticeship hosting	National Employers Dialogue Forum; quarterly hosting
Development Partners (World Bank, ILO, GIZ)	International	Technical assistance; co-financing; knowledge transfer on TVET best practice	Annual Employment Sector Coordination Meeting
Informal Sector Representatives	Civil Society	Co-design of ISEEP; feedback on formalisation; advocacy for worker rights	National Informal Economy Forum
Professional Bodies	Professional	Industry competency validation; peer accountability; mentorship	Professional Dialogue Forum; annual
Academia & Research Institutions	Academic	Evidence generation; evaluation; curriculum reform support; skills research	National Employment Research Council
Civil Society & Youth Organizations	Civil Society	Accountability; youth voice; community mobilization; feedback on youth programmes	Youth Employment Platform; public scorecards
Citizens & Workers	Community	Rights-holders; dashboard users; scorecards; demand for transparent recruitment	National Employment Performance Dashboard

GOVERNANCE & ACCOUNTABILITY STRUCTURE

The governance architecture of the Employment Transformation Policy is designed to outlast political transitions, securing reforms in legislation, independent oversight, and public accountability mechanisms that no single administration can easily dismantle.

Oversight Mechanisms

- National Employment Transformation Council (NETC) – chaired by the Vice President, with cross-party parliamentary membership, private sector, civil

- society, and informal sector representation; convenes bi-annually to review 20-year progress and issue public progress reports with binding recommendations
- Ministry of Employment Programme Management Office (PMO) – dedicated, professionally recruited office managing day-to-day coordination, fiduciary oversight, stakeholder relations, and public reporting across all four implementation phases
 - District Employment Accountability Committees (DEACs) – in each of Ghana's 261 districts; receive quarterly TVET uptake and employment outcome reports; conduct public hearings; submit findings to Regional Labour Directorates and the national PMO

Transparency Systems

- National Employment Performance Dashboard – publicly accessible, real-time; tracking skills mismatch rates, youth unemployment, informal sector registration, TVET enrolment and graduate employment rates, and recruitment transparency metrics at national, regional, and district levels
- Digital Recruitment Accountability Portal – publishing all public sector job advertisements, shortlists, and appointment decisions; enabling citizens to flag suspected nepotism or gatekeeping for investigation
- Annual Independent Employment System Reviews – external reviewers assess performance, value for money, equity, and institutional integrity; results published publicly and tabled before Parliament

Anti-Corruption and Anti-Nepotism Safeguards

- Mandatory digital, anonymous recruitment processing for all public sector employers, with algorithm-based shortlisting and published selection criteria
- Whistleblower protection framework specific to employment discrimination, nepotism, and gatekeeping
- Annual employer accountability scorecards ranking public and large private sector employers on transparency, diversity, and skills-based hiring practices
- Explicit mandate for the Commission on Human Rights and Administrative Justice (CHRAJ) to investigate and sanction nepotism and gatekeeping in recruitment

Public Reporting Systems

- Annual Programme Review – led by the PMO with development partners and civil society; results published publicly within 60 days of review
- 5-Year Comprehensive Evaluations at Year 6, Year 11, and Year 16 – independent external assessment; findings tabled before Parliament with a mandatory Government response within 90 days
- Final 20-Year Impact Assessment at Year 20 – full independent evaluation establishing the legacy of the reform for the post-2046 strategy.

9. MONITORING, EVALUATION & IMPACT MEASUREMENT

Key Performance Indicators (KPIs)

Indicator	Baseline (2026)	Year 5 (2031)	Year 10 (2036)	Year 15 (2041)	Year 20 (2046)
Youth unemployment rate	~22%	18%	14%	11%	<9% (-60%)
Labour underutilisation rate	23.4%	18%	12%	9%	<8%
Youth employment or entrepreneurship rate	~55%	65%	75%	83%	90%
Informal sector SSNIT registration	<10%	30%	80%	90%	90%+
Youth migration for work (vs. baseline)	Baseline	-15%	-35%	-50%	-60%
Rural employment opportunities (vs. baseline)	Baseline	+20%	+45%	+60%	+75%
Tertiary institutions with industry partnerships	~20%	60%	100%	100%	100%
TVET institutions with interoperable skills tracking	0%	25%	75%	100%	100%
Worker satisfaction (job quality & compensation)	~50%	60%	72%	80%	>85%
OOP expenditure on job searching (vs. baseline)	Baseline	-15%	-30%	-40%	-50%

How We Track Progress

- National Employment Performance Dashboard – real-time, publicly accessible tracking of skills mismatch, unemployment, informal registration, and recruitment transparency metrics; updated monthly from Digital Employment System and SSNIT data feeds
- Annual Labour Force Survey (Ghana Statistical Service) – annual monitoring of access, quality, outcomes, and compensation metrics, disaggregated by region, gender, age, and sector
- Digital Employment System Data Integration – skills tracking and job matching analytics providing real-time insight into credential-to-employment pathways
- Employer Satisfaction Surveys and Graduate Employment Tracking – bi-annual surveys of employers on graduate quality and annual tracking of TVET and tertiary graduate employment rates
- Independent Annual Employment System Reviews – external reviewers assess system performance, value for money, and equity; published publicly within 60 days

- Public Accountability Scorecards – district and regional rankings on TVET access, youth employment rates, informal registration, and recruitment transparency; published annually and tied to resource allocation incentives
- 5-Year Comprehensive Evaluations at Year 6, Year 11, and Year 16 – in-depth independent assessments validating impact and guiding recalibration of subsequent phases

RISKS & MITIGATION STRATEGIES

Risk	Likelihood	Potential Impact	Mitigation Strategy
Political Discontinuity	High	Reform reversal; TVET and ISEEP stall across election cycles	Secure bipartisan parliamentary support upfront. Anchor TVET reform, informal sector legislation, and digital recruitment mandate in law. Establish the independent National Employment Transformation Council with cross-party membership.
Weak Implementation Capacity	Medium	Delayed milestones; poor rollout quality; wasted resources	Phase rollout with mandatory pilots before scaling. Strengthen district management through capacity-building embedded in Phase 1. Embed implementation support units at regional level.
Financial Sustainability	Medium	Funding shortfalls stall Phase 3 or 4 implementation	Leverage private sector co-financing through EduTrans partnerships. Prioritize high-ROI interventions. Link TVET expansion to expanded SSNIT and tax revenues from formalised workforce.
Resistance to Informal Sector Regulation	High	Low ISEEP uptake; worker and employer resistance to formalization	Engage informal sector representatives as co-designers of ISEEP from the outset. Phase formalization requirements gradually. Provide meaningful formalization incentives (access to credit, business development, market links).
Cultural Resistance to TVET	High	Low TVET enrolment despite quality improvement; credential stigma persists	Rebrand TVET as a prestigious, high-earning pathway through high-profile success stories. Align TVET pathways explicitly with entrepreneurship. Showcase TVET graduates who are earning more than university graduates in their fields.
Nepotism and Gatekeeping Persistence	High	Digital recruitment systems circumvented; informal hiring practices continue	Implement mandatory anonymous digital recruitment for all public sector roles. Enforce through legislation. Publish all shortlists publicly. CHRAJ mandate to investigate and sanction violations.
Technology Infrastructure Failure	Low–Medium	Digital Employment System outages; data loss; public trust erosion	Cloud redundancy; offline data capture modes; rigorous ICT procurement standards; regular system audits.

EXPECTED NATIONAL IMPACT

The successful implementation of the Employment Transformation Policy will deliver a generational shift in Ghana's human capital, economic productivity, and social equity:

Economy

- 60% reduction in youth unemployment over 20 years, adding millions of productive workers to Ghana's formal and semi-formal economy
- 75% increase in rural employment opportunities, transforming rural communities from migration sources into productive economic centres
- Expanded SSNIT and tax base from informal sector formalization, generating hundreds of millions in additional annual domestic revenue
- Ghana positioned as a skilled-labour hub for AfCFTA and ECOWAS markets, attracting investment and generating foreign exchange

Education and Human Development

- Labour underutilisation reduced from 23.4% to below 8% and qualification mismatch halved, transforming the value proposition of Ghana's education and training system
- 100% of tertiary institutions with active industry partnerships, producing graduates who are job-ready from day one
- Entrepreneurship normalized as a credible, celebrated career pathway for Ghanaian youth
- A TVET system recognized as a prestigious, high-earning alternative to university, no longer a consolation prize

Governance and Institutional Impact

- Merit-based, transparent digital recruitment entrenched across public sector, systematically reducing nepotism and gatekeeping
- Ghana recognized regionally as a model for employment system reform and informal sector formalization
- A National Employment Performance Dashboard making labour market data transparent to every Ghanaian citizen, investor, and policymaker
- Employment systems built to outlast political cycles, anchored in legislation and independent institutional oversight

Social Cohesion and Equity

- 60% reduction in youth migration for better opportunities, keeping Ghana's most ambitious talent at home
- Greater than 85% worker satisfaction with job quality and compensation nationally
- 50% reduction in out-of-pocket expenditure on job searching, lowering barriers for the most disadvantaged job seekers
- 80% informal sector workers with SSNIT social protection, ending the two-tier economy that leaves the majority unprotected

12. CONCLUSION & CALL TO ACTION

Ghana's employment crisis is not inevitable. It is the accumulated result of deferred decisions: the decision not to reform TVET when the evidence was clear; the decision to tolerate nepotism and gatekeeping when meritocracy was demanded; the decision to leave 80% of the workforce in an unregulated informal sector when formalization was achievable; the decision to let widespread qualification mismatch and 23.4% labour underutilisation persist when the curriculum reforms needed were known. These are decisions that can be reversed, deliberately, systematically, and starting now.

The Employment Transformation Policy does not promise to solve everything. It promises something more valuable: a disciplined, evidence-based, four-phase transformation of the structures and systems that determine whether a young Ghanaian's opportunities are determined by their skills and effort, or by who they know. It proposes to use \$100 million not as the full answer, but as the catalyst: the investment that triggers legislative reform, crowds in private sector co-financing, builds institutional capacity, and establishes the accountability architecture that turns commitment into durable outcomes.

Employment transformation requires both systemic reform AND individual responsibility in skills development. This plan creates the systems; Ghanaian citizens must engage them with ambition and a willingness, as Baaba Nhyira Bondzi captured it, to accept what is on the table and build from there.

The Milan Cathedral Principle

The most meaningful systems are often built over generations. The Ghana we desire will not emerge through short-term thinking or isolated interventions. It will require citizens and leaders willing to build foundations whose full reward may mature beyond their own tenure. Employment security for future generations depends on the foundations laid today. Better employment systems begin when citizens choose to lead now.

Call to Action

We call on the Ministry of Employment and Ministry of Education to champion the National TVET Reform Strategy and the EduTrans Framework as legislative priorities. We call on Parliament to enact the legal foundations for informal sector protection, transparent recruitment, and sustained TVET investment. We call on the private sector to partner in skills development, co-finance Workforce Innovation Hubs, and commit to merit-based recruitment. We call on development partners to align resources with this national plan rather than fragment it. And we call on every Ghanaian citizen, especially every young Ghanaian, to invest relentlessly in their own skills, embrace entrepreneurship as a noble calling, and demand a Ghana that rewards effort over connections.

*Prepared by the Black Star Summit Employment Breakout Session Team
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