



REQUEST FOR PROPOSAL –CONSULTANT FOR POLITICAL ECONOMY ANALYSIS IN ZAMBIA

FOR

Learning for Life Programme

June 2025



## Political Economy Analysis for Youth Employment and Entrepreneurship in the Primary Health Care Sector in Zambia

### 1.1 Amref Health Africa

Amref Health Africa was founded in 1957 and has since grown to become the largest African-based international health development organization. Amref Health Africa is driven by its vision of 'Lasting health change in Africa' and its mission 'To catalyze and drive community-led and people-centered health systems while addressing social determinants of health.' We believe that the power to transform Africa's health lies within its communities and therefore strive to ensure that health systems are not only functional, but communities are empowered to hold these systems accountable for delivering quality and affordable health care.

### 1.2 Learning for Life Program Overview

Learning for Life Programme is a four-year partnership between the Mastercard Foundation and Amref Health Africa designed to build a resilient and responsive health workforce and strengthen Primary Healthcare sectors across Africa. The programme focuses on creating sustainable job opportunities, fostering innovation and entrepreneurship, and building leadership capacity in the health sector. Learning for Life Programme focuses on three key pillars of work: Health Employment, Health Entrepreneurship, and Health Ecosystems. This comprehensive approach aims to improve training infrastructure, increase employment and income-generating opportunities, enhance regulatory frameworks for primary healthcare workers, and equip future leaders with the skills needed to transform healthcare delivery across Africa.

### 1.3 Background and Context

Africa faces significant challenges in building a resilient and responsive health workforce. However, the link between engaging young people in job creation to meet the workforce needs in the health sector remains under-resourced. The continent accounts for 16% of the world's population, it bears 24% of the global disease burden while being served by only 3% of the global health workforce. The estimated ratio of health workers in the region is 11.2 workers per 10,000 people, far below the World Health Organization's (WHO) recommended ratio of 44.5 workers per 10,000 people. These challenges stem from underdeveloped policy and legislative environments, misaligned workforce planning, and insufficient cross sector stakeholder engagement. Policies and legislative frameworks are essential for addressing workforce shortages, resource distribution, and youth engagement in health systems. However, gaps in policy coherence, enforcement, and funding mechanisms hinder progress toward achieving Universal Health Coverage (UHC) and creating sustainable employment opportunities, particularly for youth.



As a vehicle for youth employment and entrepreneurship, the health sector presents an opportunity for young people to bridge the workforce shortage and engage as job creators in the Primary Health Care (PHC) sector. The Learning for Life Programme, a partnership between Amref Health Africa and The Mastercard Foundation, aims to build a responsive and resilient health workforce by unlocking systemic and scalable opportunities for youth across three pillars: Health Employment, Health Entrepreneurship, and Health Ecosystems.

This Political Economy Analysis (PEA) will seek to interrogate and understand the political, economic, regulatory, and sociocultural landscape in Kenya, Senegal, and Zambia. Specifically, it will seek to analyse the policy and economic landscape, identify enablers, barriers, and partnerships that can foster youth-led employment and enterprise development in the PHC sector.

AMREF Health Africa is seeking a consultant to conduct a comprehensive Political Economy Analysis (PEA) in Zambia. Specifically, the consult will carry out a political economy analysis to establish levels, opportunities and barriers of youth engagement as job creators in Primary Healthcare (PHC), Identifying gaps and opportunities in policy and regulations across sectors.

## **2. Objectives of the Assignment.**

To assess the political economy landscape in Zambia that shapes youth employment and entrepreneurship opportunities in the PHC sector, and to generate actionable recommendations for policy influence, country-specific engagement strategies, and partnership frameworks. The specific objectives are:

1. To evaluate existing policy, legal and regulatory frameworks influencing youth participation in PHC employment and entrepreneurship.
2. Examine financing and resource mobilization mechanisms relevant to employment outcomes and youth-led enterprises (start up or scale up level) in the PHC sector.
3. Assess market access, infrastructure, and ecosystem support for youth-led health enterprises.
4. Analyse the institutional and system readiness to embed youth as job creators in PHC workforce planning.
5. Review the alignment between skills development systems and PHC labor market demands.
6. Map stakeholders, assess their power and interests, and identify windows for multi-sectoral collaboration.
7. Recommend policy, programmatic, and investment entry points to improve youth access to employment and entrepreneurship in PHC.

## 2.0 Purpose and Scope of the Political Economy analysis

The purpose of this Political Economy Analysis (PEA) is to evaluate the political economy landscape impacting job creation in Sub-Saharan Africa, with a country specific focus on Zambia. The analysis aims to provide actionable insights for creating an enabling environment for young people’s meaningful entry, participation and institutionalization in the health workforce whilst addressing systemic barriers to workforce planning, resource allocation, and policy implementation.

The scope of the analysis includes:

The PEA will be conducted at both national and sub-national (Provincial/District) levels in Zambia. It will interrogate the enabling environment through the following key assessment areas:

Component	Focus
Policy, Legal & Regulatory Frameworks	Analyze youth-relevant health and employment policies, UHC integration, enforcement capacities, coherence across ministries, and regulatory constraints for youth-led initiatives.
Financing and Resource Mobilization	Assess availability, accessibility, and equity of public, donor, and private sector investments for youth employment and entrepreneurship in PHC.
Market Access & Infrastructure	Evaluate the availability and accessibility of health markets, supply chains, digital tools, innovation hubs, and physical infrastructure enabling youth business viability.
Institutional and System Readiness	Explore institutional capacity, inter-ministerial coordination, implementation fidelity, and governance responsiveness to youth needs in PHC.
Skills to Labor Market Matches	Identify gaps and synergies between formal/informal education, vocational training, entrepreneurship development, and PHC labor market absorption.
Sociocultural Norms	Understand gender, age, and social inclusion dynamics that influence youth participation in health entrepreneurship and employment.

Stakeholder Mapping and Power Dynamics	Identify government, private sector, civil society, and youth-led actors. Analyze power relations, policy entry points, and spaces for collective advocacy.
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To address these, the following stakeholders will be engaged at different stages including :

- Members of Parliament, District Council representatives, Women Representatives; Media.
- National Government agencies including Ministry of Health, Ministry of Education, Ministry of Information and Media, and Ministry of Youth, Sport, and Arts.
- Directorate of Trade and Cooperatives, Directorate of Procurements, Directorate of Economic planning
- Private sector actors, Chambers of Commerce
- Community Health Management Team (District level) and Sub-district teams (Adolescent & Youth Officer, Health Officers, HPO’s, Education), CSOs(Human Resources for Health Agencies), Religious Leaders and relevant stakeholders as guided by the objectives of the PEA.
- Health Professional Associations, Student Unions, Young professional bodies
- Youth serving and or youth-led organizations
- Community health leaders

### 3.0 Tasks and Responsibilities of the Consultant

The consultant will lead the exercise and will be responsible for ensuring the integrity of the data and its completion within the agreed upon timeframe and following ethical guidelines for data collection and reporting.

- Submitting an inception report to the project team and participate in an inception meeting to discuss the data collection process and expected deliverables.
- Introduction to partners prior to data collection, supported by Amref Health Africa contact person.
- Develop data collection tools in consultation with Amref Health Africa Program MERLA Lead.
- Recruiting qualified young research assistants to conduct Focus Group Discussions (FGDs) with relevant informants the four districts i.e. Kitwe, Ndola, Kafue and Lusaka. Research assistants must have experience and technical skills for conducting interviews according to ethical procedures.
- (Re) training of research assistants and pilot testing of semi-structured interview guides.

- Supervise and co-ordinate data collection electronically by trained research assistants using semi-structured interview guides, and audio recording devices. Interviews should be conducted physically.
- The consultant will be responsible for scheduling interviews with key informants with the assistance of the Amref Health Africa team
- Carry out progressive transcription (and translation) of audio recordings.
- Abiding by established data quality assurance checks and ethical procedures and hands-on supervision of research assistants.
- Analysing data and submitting a detailed report to Amref Health Africa team outlining the methodology used, presenting the findings with their interpretations, and discussing the strengths, limitations, and implications of findings.
- Submitting a detailed field report covering the entire duration of data collection, including quality assurance measures, sampling methodology or tools, challenges encountered and if or how they were mitigated, and other general observations necessary for interpretation.
- The consultant and research assistants are bound by a data confidentiality agreement and are **not** allowed to share any of the data, tool and reports with a third party and cannot claim rights to the data and tools thereof.
- Should the quality of the data being determined as inadequate as per standards set by Amref Health Africa, the consultant will be required to address data quality gaps at his/her own costs.
- Undertake a performance assessment.

## 4.0 Deliverables

### 4.1 Consultant deliverables

The consultant will produce the outputs below, respecting the standards set by the MERLA team:

1. **Inception report;** indicating how the consultant(s) propose to carry out the tasks with timelines, the methodologies, the rationale, expected results and an outline or table of contents for the final report.
2. **Raw data from the field;** covering the entire duration of data collection, including quality assurance measures, sampling methodology or tools, challenges encountered and if or how they were mitigated, and other general observations necessary for accurate interpretation.

3. **Final Report** on the Political Economy Analysis together with original data with appended tools, audio recordings and copies of signed consent forms) outlining the methodology used, presenting the findings with their interpretations, and discussing the strengths, limitations, and implications of the findings; The report should cover:
  - Analysis of the contextual factors as guided by the scope and actors contributing to and framing the Political Economy Analysis PEA problem;
  - Power mapping and analysis
  - Analysis of previous policy decisions
  - Opportunities for collective action on youth employment and entrepreneurship in PHC
4. An Engagement strategy outlining opportunities, barriers and entry points for an enabling environment for job creation.
5. An executive summary report maximum 10 pages with the summary of the key findings, recommendations and a policy brief from the report.
6. A Powerpoint Presentation for Key Findings

## 5.0 Expected Profiles of the Consultant(s)

The assignment will be contracted to an independent consultancy firm to lead and execute the exercise. Consultants must also demonstrate experience in Health Workforce planning or related programs and in-country experience.

The lead consultant should have the following expertise:

- At least a PhD degree in public health, social sciences research or another relevant field of study for the lead researcher and a minimum of a Master's degree for the research support consultants;
- Good understanding of Zambia's health sector and context
- Must have authorization to work in Zambia
- Minimum of 5 years of demonstrated experience in qualitative and/or mixed methods research including training and supervising qualitative research assistants
- Excellent analytical and report writing skills;
- Well versed in the use of NVIVO or other software like Atlas.ti for qualitative data analysis
- Excellent written and verbal communication skills in English.
- Strong leadership, planning and problem-solving skills
- Must be able to work independently with excellent demonstrated teamwork and coordination skills
- Previous experience consulting for or with international non-governmental organizations and donors is mandatory

## 6.0 Role of Amref Health Africa and collaborators

### 6.1 Role of Amref Health Africa

- a. Provide funds for the entire exercise.
- b. Provide **technical oversight, quality assurance as well as quality control as necessary.**
- c. Mobilize local communities and partners to effectively participate in the assessment.
- d. Provide the venue and equipment for the presentation and dissemination of the findings.
- e. Provide the relevant project documents for review.
- f. **Provide feedback on drafts of the inception reports and finding of the PEA report.**

## 7.0 Time Frame

The receipt of proposals from interested parties will kick off from June 2025 and the entire work, estimated to take a duration of 60 days. The consultants would be expected to carry out all the preparation required to roll out the assessment as per the suggested time frame below.

Output/Deliverable	Estimated timeline
a. Inception meeting report after initial meeting between consultants and Learning for Life team	5 Days
b. Map out stakeholders and individuals with influence and interest to affect policies and guidelines towards Health workforce development including their contact details	5 Days
c. Desk review and engagement with partners	5 Days
d. Desk review report	5 Days
e. In person information collection (KII's and FGD's)	5 Days
f. Transcription and Report writing	10 Days
g. Submission of draft report for review	5Days
h. Submission of draft Policy brief for review	5 Days
i. Final report	5 Days
j. Submission of Powerpoint presentation	5 Days
k. Engagement strategy	5 Days
<b>Estimated # of workdays</b>	<b>60 Days</b>

## 9.0 Inception Proposal Specifications

Interested consultants must include in their application a detailed technical and financial proposal with the following components:

- Letter of interest
- A copy of the curriculum vitae of the lead consultant and core team members, which should outline their qualifications and relevant experience.
- Sample of 1-2 most recent related works (and/or support letters for the same)
- Technical proposal of a maximum of 4 pages with:
  - Detailed timeline and activity schedule, expanding on the outputs and timeline presented above
  - Team composition, responsibilities and level of effort of each proposed team member

### Financial Proposal

- Detailed cost proposal in US\$ for the consultancy
- Details outlining how the cost represents value for money
- Should be broken down into detailed costs

Please ensure that the financial proposal is presented in a separate document

## 10.0 Submission of Proposal

The proposals should be emailed to: [procurement.zambia@amref.org](mailto:procurement.zambia@amref.org) with the subject line: **Application for Consultancy - Learning for Life Political Economy Analysis in Zambia**. Deadline for submissions is 14<sup>th</sup> June 2025.

Amref Health Africa will evaluate the proposals and award the assignment based on technical and financial feasibility.

**Amref Health Africa reserves the right to accept or reject any proposal received without giving reasons and is not bound to accept the lowest or the highest bidder.**



**MANDATORY SCORE SHEET**

**NAME OF BIDDER:**

**DATE:**

	Particulars	Marks	Compliant	Non-compliant
1	Curriculum Vitae (CV) of the lead consultant.	1 or 0		
2	CVs of the supporting team and should be accompanied by letters of commitment.	1 or 0		
3	At least three cliental references	1 or 0		
4	In case of a company include the profile	1 or 0		
5	Evidence of previous consultancy done (either contract, PO, invoice or certificate of completion) for at least 3 consultancies in the last 3 years (2022-2024) similar to this engagement	1 or 0		
6	Technical Proposal and Workplan Provided	1 or 0		
8	Financial proposal Provided	1 or 0		
9	Previous experience consulting for or with international non-governmental organizations and donors	1 or 0		
	<b>Total</b>			

**EVALUATOR:**

**SIGNATURE:**

*Notes: Bids missing any of the above mandatory requirements numbered 1 to 9 will be considered as non-responsive bid and shall not proceed to the technical evaluation stage.*



## TECHNICAL SCORE SHEET

NAME OF BIDDER:

DATE:

No	Criteria	Max Score	Actual Score	Remarks
1	Specific experience of the firm relevant to the Assignment: (Demonstrated track record in undertaking similar assignments with MOH and or other Partners related to Human Resources for Health and Primary Health Care)	15		
2	Key Experts' qualifications and competence for the Assignment (An advanced degree (Master's or PhD) in public health, community health, social sciences research, or other relevant field of study)	25		
3	<b>Adequacy and quality of the proposed methodology, and work plan in responding to the Terms of Reference (TORs):</b>			
	a) Technical approach and methodology (The firm should explain their understanding of the assignment as outlined in the Terms of Reference (TOR), the technical approach, and the methodology.	20		
	b) Organization and staffing (Composition of the team, list of key experts and non-key experts and relevant technical and administrative support staff)	20		

4	Work plan (main activities/tasks of the assignment, their content and duration of 30 days, phasing and interrelations, milestones (including interim approvals by the Client), and tentative delivery dates of the reports.	20			
<b>TOTAL SCORE</b>		<b>100</b>			
<b>EVALUATOR:</b>			<b>SIGNATURE:</b>		
Only Candidates who score <b>70 marks</b> and above will move to financial evaluation					