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POLICY POSITION PAPER NO. 001

Beyond Unemployment: Fixing Nigeria's Education-to-Employment Transition

Five Policies That Could Transform Youth Employability in Nigeria

A Policy Position by Wissen-Haus Youth Empowerment Foundation

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Aligned with SDG 4 (Quality Education) and SDG 8 (Decent Work and Economic Growth)

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Executive Recommendations (At a Glance)

For the policymaker with five minutes: Nigeria's youth employability challenge is a broken pipeline, not a single unemployment number. The five recommendations below each target one stage of that pipeline. Full rationale, evidence, costing, and counterarguments follow in the body of the paper.

#	Recommendation	Pipeline Stage Fixed	Lead Agency	Timeline
1	Embed employability skills in tertiary curricula	Education / Skills	Federal Ministry of Education / NUC	2 years
2	Institutionalise mandatory work-based learning	Experience	NUC / NBTE	3 years (phased)
3	Scale a national digital & future-skills programme	Skills	Fed. Min. of Communications, Innovation & Digital Economy / NITDA	Ongoing to 2027
4	Build a national career guidance & LMI system	Networks	Federal Ministry of Education / NBS	2 years (pilot then scale)
5	Introduce an employer incentive framework	Employment	Federal Ministry of Finance / FIRS	3 years (design to rollout)

1. Executive Summary

Nigeria does not have a youth unemployment crisis alone. It has an education-to-employment transition crisis.

The headline numbers are real: youth unemployment stood at 6.5 per cent as of late 2025, with informal employment at 93 per cent of all jobs, and 14.4 per cent of young Nigerians neither in education, employment, nor training as at Q1 2024.¹

But these numbers describe a symptom. The underlying problem is a pipeline that leaks at every stage: young Nigerians move through a schooling system that produces certificates rather than competencies; they graduate with little practical experience; they lack the professional networks that convert skill into a job offer; and even where employers exist, incentives to hire and train them are weak. Nigeria's Human Capital Index of 0.36 - ranked 168th of 174 countries - is one measure of that leakage.²

This paper argues that fixing the transition requires understanding why previous interventions - most visibly the N-Power scheme - struggled to convert training into sustained employment, and designing the next generation of policy around those specific gaps. It introduces the Wissen-Haus Employability Pipeline, a five-stage framework mapping exactly where Nigeria's system loses talent, and proposes five policies, each targeted at one stage: employability skills in curricula, mandatory work-based learning, a national digital and future-skills programme, a national career guidance and labour market information (LMI) system, and an employer incentive framework.

Each recommendation is grounded in an international comparator, an existing Nigerian proof of concept, and a concrete answer to who leads it, what it costs, how it is monitored, and what objections it must address - set out in Sections 7 and 8.

2. Introduction and Context

Nigeria has one of the largest youth populations in the world. The working-age population reached 116.6 million in 2023, of whom 88.9 million were economically active, and Sub-Saharan Africa's population is projected to grow by 79 per cent over the next three decades - a demographic advantage that contrasts with the ageing populations of many developed economies.³

This should be Nigeria's greatest economic asset. Instead, it is a growing source of social and fiscal risk, because the systems meant to convert education into employment function as disconnected stages rather than a pipeline. Nigeria has not lacked youth employment programmes - N-Power, NIYEAP, 3MTT, and various state-level schemes are evidence of sustained attention. What has been missing is a framework identifying which stage each intervention targets, why past interventions under-performed there, and how new ones should be designed differently. Sections 3-5 set out that framework and diagnosis before Section 7 turns to the five recommendations.

¹International Labour Organization (ILO) (2025) 'Nigeria's youth unemployment rises to 6.5%, ILO says', reported in Vanguard, 14 October; National Bureau of Statistics (NBS) (2024) Nigeria Labour Force Survey, Q1 2024. Abuja: NBS.

²World Bank (2021) Human Capital Index Nigeria, cited in Nigerian Economic Summit Group (2024) Education: An Imperative Tool for Achieving Shared Prosperity in Nigeria. Abuja: NESG.

³National Bureau of Statistics (2024) Nigeria Labour Force Survey, Q2 2024. Abuja: NBS; World Economic Forum (2025) 'The future of jobs in Sub-Saharan Africa: population boom can make the region a talent hotspot', eTrade for all, 7 May.

3. The Wissen-Haus Employability Pipeline

A young Nigerian's path into decent work runs through five sequential stages. A weakness at any one stage constrains outcomes at every stage that follows, regardless of how well the others perform.

EDUCATION	SKILLS	EXPERIENCE	NETWORKS	EMPLOYMENT
certificates ≠ competencies	curriculum vs. market demand	rationed by privilege	no LMI or guidance system	weak employer incentives

Figure 1: The Wissen-Haus Employability Pipeline, with Nigeria's principal leakage point at each stage

Curriculum reform (CCMAS) is strengthening Education; 3MTT is strengthening Skills. But without a corresponding fix to Experience - structured, funded work placements - a graduate can hold both a CCMAS-compliant degree and a 3MTT certificate and still lack the practical exposure employers screen for. That is one reason unemployment in Q1 2024 was highest, not lowest, among persons with post-secondary education (9.0 per cent).⁴

Each policy in Section 7 is mapped to the stage it repairs:

- Policy 1 (Employability skills in curricula) -> Education and Skills
- Policy 2 (Mandatory work-based learning) -> Experience
- Policy 3 (Digital and future-skills programme) -> Skills
- Policy 4 (Career guidance and LMI system) -> Networks
- Policy 5 (Employer incentive framework) -> Employment

4. Problem Statement

Three root causes explain why Nigeria's pipeline leaks at almost every stage.

4.1 A credentialing system that has outrun a competency system

Nigerian universities have expanded access to certificates faster than they have built the practical, industry-facing training that makes those certificates valuable. The NUC's 2022 CCMAS reform targets this gap directly by mandating employability and 21st-century skills modules across 17 disciplines, but independent assessments of early implementation find many institutions still lack the industry collaboration and lecturer capacity to deliver on that mandate.⁵

4.2 Experience and networks are rationed by privilege, not merit

Where work-based learning exists today, it is overwhelmingly voluntary and self-sourced - a student needs a pre-existing network to secure a placement. This means the young people most in need of experience are least likely to get it, which helps explain persistently higher NEET rates among young women and rural youth than among their urban, male counterparts.⁶

4.3 Skills investment and demand-side absorption are not sequenced together

⁴National Bureau of Statistics (2024) Nigeria Labour Force Survey, Q1 2024. Abuja: NBS.

⁵National Universities Commission (NUC) (2022) Core Curriculum and Minimum Academic Standards (CCMAS) for Nigerian Universities. Abuja: NUC; FUDMA Journal of Science Education (2025) 'Undergraduate perceptions of CCMAS in preparing graduates for the workforce', 4(2).

⁶International Labour Organization (2021) Nigerian Youth Employment Action Plan (NIYEAP) 2021-2024. Geneva: ILO.

Nigeria has, at different times, invested heavily in training supply without a matching investment in demand-side absorption. The starkest illustration sits outside tertiary education altogether: Nigeria lost an estimated 15,000-16,000 doctors to emigration between 2019 and 2024, even as its doctor-to-patient ratio remains far below the World Health Organization's recommended benchmark. Skills supply is not the constraint here - Nigeria trains more health professionals than it retains. The constraint is poor remuneration and weak career progression at the Employment stage, undoing years of upstream investment.⁷

5. Why Previous Efforts Have Fallen Short

N-Power (2016-) offers the clearest lessons in what not to repeat. It enrolled roughly 960,000 beneficiaries across three batches, paying a monthly stipend of ₦30,000 for temporary postings in schools, health facilities, and agricultural centres. Independent academic evaluations identify three design weaknesses behind its limited employment conversion:⁸

- No rigorous monitoring and evaluation framework was built in from the start, making it difficult to track systematically whether beneficiaries moved into sustained employment after their placement ended.
- The scheme provided temporary income support rather than a structured pathway into permanent, demand-linked employment, addressing short-term hardship without repairing the Experience-to-Employment transition.
- Weak coordination and reports of favouritism in beneficiary selection at implementation level undermined targeting accuracy.⁹

Nigeria's official Nigerian Youth Employment Action Plan (NIYEAP) 2021-2024 correctly diagnosed many of these issues and proposed a multi-stakeholder governance model under the Global Initiative on Decent Jobs for Youth. However, the plan itself acknowledges that implementation depends on ad hoc resource-mobilisation forums between ministries and development partners rather than a dedicated, ring-fenced budget line - meaning ambition has consistently outpaced financing certainty.¹⁰

More recent interventions show what improved design looks like. The 3 Million Technical Talent (3MTT) programme, launched by the Federal Ministry of Communications, Innovation and Digital Economy in 2023, built demand-side partnerships into its design from the outset: as of December 2025, the programme had received over ₦6.45 billion in funding commitments from three core private partners - IHS Towers, MTN Nigeria, and Airtel - and had, according to the Minister's disclosure at the programme's National Impact Summit, unlocked over 15,000 jobs for fellows at an average monthly income of ₦250,000.¹¹

At state level, the Lagos State Employment Trust Fund's (LSETF) Graduate Internship Placement Programme pairs pre-placement training with a three-month paid industry placement and tracks outcomes after training, rather than counting training completions alone.¹²

⁷Zakir, B. (2025) 'Nigeria's Medical Exodus: Urgent Reforms to Retain Doctors', Cureus, DOI: 10.7759/cureus.96421.

⁸Agba, A.M.O. and Ocheni, S. (2019) 'Evaluation of N-Power programme and youth empowerment in Nigeria', International Journal of Public Administration, 42(7), pp.585-596.

⁹N-Power Programme and Poverty Reduction in Nigeria: Akwa Ibom State Perspective (2025), academic paper, ideasuniuyojournal.com.

¹⁰International Labour Organization (2021) Nigerian Youth Employment Action Plan (NIYEAP) 2021-2024. Geneva: ILO.

¹¹Nairametrics (2025) 'Bosun Tijani: 3MTT received over N6 billion funding commitment from 3 core partners', 12 December; 3MTT / National Information Technology Development Agency (n.d.) Official programme site. Available at: <https://3mtt.nitda.gov.ng>.

¹²Lagos State Employment Trust Fund (LSETF) (n.d.) 'Employability'. Available at: <https://lsetf.ng/content/employability>.

These two examples show that the ingredients missing from N-Power - employer demand-pull, phased and monitored scaling, and outcome tracking beyond the training date - are achievable within Nigeria's existing institutional capacity. Section 7's recommendations generalise these lessons nationally.

6. Evidence Base and Rationale

Beyond Nigeria's own record, the wider evidence base supports the direction of the five policies in Section 7:

- Compulsory, employer-linked work-based learning has a strong international track record. In Germany, 402,800 companies participated in dual vocational training in 2023, and the system is widely credited with Germany's comparatively low youth unemployment rate of 5.95 per cent in 2023.¹³
- The OECD Youth Policy Toolkit identifies smooth education-to-work transitions, quality employment services, career counselling, and entrepreneurship support as the core levers for youth labour market outcomes, organised around a whole-of-government approach adopted by all 38 OECD member states.¹⁴
- Technology is reshaping labour demand: AI and big data, and network and cybersecurity skills, are the fastest-growing skill categories worldwide, with 87 per cent of Sub-Saharan African employers reporting an increasing need for cybersecurity skills by 2030 - above the global average.¹⁵
- UNESCO's TVET Strategy 2022-2029 and the Pan-African Initiative for the Digital Transformation of TVET, implemented jointly with the African Union and African Development Bank, offer an existing continental framework Nigeria can draw on rather than duplicate.¹⁶

7. Policy Recommendations

Policy 1: Employability Skills in Formal Education Systems

What: make communication, digital literacy, project management, financial literacy, and career readiness compulsory, assessed components of tertiary curricula - building on the NUC's 2022 CCMAS reform, which already mandates this across 17 disciplines.

Why compulsory: elective modules are typically under-subscribed, since students correctly treat them as lower priority than examinable core courses. CCMAS already makes them compulsory on paper; the binding constraint is delivery capacity, not policy design - so the priority action is lecturer retraining and industry-linked material, not further curriculum drafting.¹⁷

Cost and monitoring: largely absorbable within existing NUC accreditation and TETFund processes, by making CCMAS compliance a condition of continued accreditation and publishing an annual employer-facing graduate employability survey.

Policy 2: Mandatory Work-Based Learning

¹³Bundesministerium für Bildung, Familie, Senioren, Frauen und Jugend / Bundesinstitut für Berufsbildung (2025) Berufsbildungsbericht 2025. Bonn: BMBFSFJ/BIBB; World Bank data, cited in Macrotrends (2024) 'Germany Youth Unemployment Rate'.

¹⁴Organisation for Economic Co-operation and Development (2024) OECD Youth Policy Toolkit. Paris: OECD Publishing.

¹⁵World Economic Forum (2025) The Future of Jobs Report 2025. Geneva: WEF.

¹⁶UNESCO (2022) Strategy for Technical and Vocational Education and Training (TVET) 2022-2029. Paris: UNESCO; UNESCO (2021) Pan-African Initiative for the Digital Transformation of TVET and Skills Development Systems in Africa. Paris: UNESCO.

¹⁷FUDMA Journal of Science Education (2025) 'Undergraduate perceptions of CCMAS'.

What: a structured national framework of internships, apprenticeships, and industrial placements, made a mandatory graduation requirement rather than a voluntary option.

Why mandatory: voluntary placements in Nigeria are rationed by pre-existing networks and location (Section 4.2), which reproduces the inequality the policy is meant to fix. A centrally coordinated, compulsory system - closer to Germany's dual model, where the obligation sits at the level of the system rather than the individual student - is needed to reach students without employer connections.

Evidence: Germany's 402,800 host companies and roughly two-thirds retention rate on completion illustrate the ceiling on what compulsory, employer-integrated placement can achieve. At smaller scale, Lagos State's Graduate Internship Placement Programme already runs a compatible domestic model: pre-placement training, a paid three-month placement, and post-placement tracking.¹⁸

Anticipating the objection: what about SMEs that cannot afford to host interns?

This is the most common objection to mandatory placement schemes, and it is legitimate - small firms cannot absorb the same host costs as large employers. The recommended design answers it directly: the wage-subsidy share should be graduated by firm size, with government covering the larger share of the stipend for micro and small enterprises and employers covering more of the cost as firm size increases, mirroring how Germany's system relies overwhelmingly on larger firms while smaller firms receive proportionately more public support. Micro-enterprises below a defined turnover or headcount threshold should be permitted to host interns collectively through sector associations - for example, an artisans' or traders' association hosting a shared cohort - so the compliance burden does not fall disproportionately on Nigeria's smallest businesses.

Cost and phasing: a national mandate covering all graduates immediately would be fiscally unrealistic. Year 1 should pilot in STEM and vocational disciplines across the six geopolitical zones, cost-shared between a government wage subsidy and an employer host contribution; a full national mandate should follow by Year 3, once cost-sharing ratios and administrative capacity have been tested. **Monitoring:** internship completion rate, and - learning directly from N-Power's failure to track this - job placement and retention rates at 3 and 12 months post-programme, published annually by the NUC and NBTE.

Policy 3: National Digital and Future-Skills Development Programme

What: a coordinated programme providing equitable access to data literacy, cybersecurity, software and digital product skills, digital entrepreneurship, and AI literacy, aligned with UNESCO's TVET Strategy 2022-2029.¹⁹

Why build on 3MTT rather than launch a parallel scheme: Nigeria already has a proof of concept, with blended public-private-donor financing and over 15,000 verified job placements reported at an average monthly income of ₦250,000. The policy priority is not to duplicate this infrastructure but to (i) hard-wire outcome tracking - verified placement or income, not enrolment counts, as the headline metric - and (ii) extend the demand-side partnership model into the vocational and TVET stream more broadly, where UNESCO and the African Union's Pan-African TVET Digital Transformation Initiative already offers technical partners.²⁰

¹⁸Bundesministerium für Bildung, Familie, Senioren, Frauen und Jugend / Bundesinstitut für Berufsbildung (2025) Berufsbildungsbericht 2025; LSETF (n.d.) 'Employability'.

¹⁹UNESCO (2022) Strategy for Technical and Vocational Education and Training (TVET) 2022-2029.

²⁰Nairametrics (2025) 'Bosun Tijani: 3MTT received over N6 billion funding commitment'; UNESCO (2021) Pan-African Initiative for the Digital Transformation of TVET.

Cost and monitoring: continue the existing blended-financing model rather than seeking a new federal budget line; require quarterly public reporting of placement and income outcomes as the core accountability metric.

Policy 4: National Career Guidance and Labour Market Information System

What: trained career counsellors in schools, a public labour market information (LMI) platform, structured mentorship, and career-awareness interventions from the secondary level.

Why this is the Networks fix: job search assistance, career counselling, and mentoring are core OECD-identified mechanisms for helping young people navigate the labour market where professional networks are limited - precisely the constraint identified in Section 4.2. A national LMI platform, populated with NBS labour force data, would also let Policy 2's placement system match candidates to placements by demonstrated demand rather than personal connections.²¹

Cost and monitoring: the lowest-cost recommendation in this paper relative to its expected leverage, requiring counsellor training and a digital platform rather than large-scale financing. Success should be measured by the number of schools with a trained counsellor and platform usage rates, piloted in a small number of states before national rollout.

Policy 5: Employer Incentive Framework for Youth Employment and Training

What: tax incentives for youth hiring, wage subsidies for graduate trainees, grants for SME training programmes, and public-private partnership schemes for workforce development.

Why demand-side incentives matter even where skills supply is adequate: Nigeria's health workforce shows this starkly - the country trains substantial numbers of doctors and nurses yet loses thousands to emigration, driven by poor remuneration rather than a shortage of trained personnel. The lesson generalises: without incentives that make formal, decent employment attractive to employers and workers alike, upstream investment in Policies 1-4 will continue to leak at the final stage, particularly given that 93 per cent of Nigeria's employed population currently works informally.²²

Anticipating the objection: won't tax incentives simply reduce government revenue?

Forgone revenue is a real trade-off, which is why this paper recommends starting with a modest, sector-targeted pilot - for example, in tech and light manufacturing, where 3MTT-trained fellows are concentrated - rather than an economy-wide tax change. If the pilot demonstrably shifts youth hires from informal to formal status, measurable directly through Policy 4's LMI system, the resulting gains in payroll tax and social contributions can be weighed transparently against the revenue forgone before any wider rollout is considered.

8. Implementation Matrix

The matrix below translates the five recommendations into an accountability structure: who leads, who supports, over what timeline, funded how, and measured against what indicator.

²¹Organisation for Economic Co-operation and Development (2024) OECD Youth Policy Toolkit.

²²Zakir, B. (2025) 'Nigeria's Medical Exodus'; ILO (2025) 'Nigeria's youth unemployment rises to 6.5%'.



Policy	Lead Agency	Supporting Partners	Timeline	Funding Approach	Success Indicator / Monitoring
1. Embed employability skills in curricula	Federal Ministry of Education / NUC	NESG (triple-helix model), universities, TETFund	Yrs 1-2: lecturer retraining & audit; Yr 3: full rollout	Absorbed within existing NUC accreditation and TETFund budgets	Share of CCMAS programmes with a documented industry partnership; annual graduate employability survey
2. Mandatory work-based learning	NUC (universities) / NBTE (polytechnics)	Federal & State Ministries of Labour, MAN, NECA, State employment agencies (e.g. LSETF)	Yr 1: pilot in priority disciplines, 6 geopolitical zones; Yr 3: national mandate	Shared wage subsidy (government, graduated by firm size) + host stipend (employer)	Internship completion rate; job placement rate at 3 and 12 months post-programme
3. National digital & future-skills programme	Fed. Min. of Communications, Innovation & Digital Economy / NITDA	MTN, IHS Towers, Airtel, EU, UNDP, State governments (existing 3MTT partners)	Scale current cohorts toward the 3,000,000 target by 2027	Blended public-private-donor financing (existing 3MTT model)	Verified job placement or income of fellows post-training, not enrolment numbers
4. National career guidance & LMI system	Federal Ministry of Education / NBS (LMI data)	State Ministries of Education, ILO technical assistance	Yrs 1-2: pilot in select states; Yr 3: nationwide	Modest - counsellor training and a digital LMI platform	Number of schools with a trained counsellor; LMI platform usage rates
5. Employer incentive framework	Federal Ministry of Finance / FIRS; Federal Ministry of Labour	NECA, NESG, SMEDAN	Yr 1: fiscal/legislative design; Yr 2: pilot; Yr 3: full rollout	Forgone tax revenue and a dedicated wage-subsidy budget line	Number of formal-sector youth hires under the scheme; change in informal employment share



9. Expected Outcomes

Implemented as an integrated package - rather than as isolated pilots, which is where several previous Nigerian interventions lost momentum - the proposed reforms are expected to:

- Improve the transition from education to employment, measured through post-placement retention rather than training-completion counts alone
- Reduce skills mismatch, particularly the paradox of graduate unemployment coexisting with sector-specific shortages, as in healthcare
- Expand access to structured work experience for young people without pre-existing employer networks, narrowing the privilege gap identified in Section 4.2
- Strengthen digital workforce readiness by extending 3MTT's demand-linked financing model
- Support inclusive and sustainable economic growth, in line with Nigeria's commitments under SDG 4 and SDG 8

10. Conclusion

Nigeria's greatest competitive advantage is not its oil, its minerals, or its geography. It is its young people. But a demographic advantage only becomes an economic dividend if the pipeline connecting education to employment actually holds - and today it leaks at almost every stage: credentials without competencies, skills without experience, experience without networks, and networks without employer demand.

The fix is not another stand-alone programme but a coordinated repair of each stage, informed honestly by what has and has not worked before. N-Power showed what happens when a programme provides income without a monitored pathway to employment. 3MTT and LSETF's Graduate Internship Placement Programme show what it looks like when demand-side partnership and outcome tracking are built in from the start. The five policies in this paper are designed to generalise those lessons at the specific stage of the pipeline where Nigeria is currently losing the most talent.

The decisions made today about how Nigeria trains, places, connects, and employs its young people will shape the workforce - and the economy - of the next generation. Turning Nigeria's demographic advantage into economic prosperity depends on treating that transition, not just the unemployment rate, as the policy problem to be solved.

Wissen-Haus Youth Empowerment Foundation

Empowering Youth. Shaping Futures.

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