

A handbook for Youth Leaders **For Sustainable Management of Youth Programmes in Uganda**



WITH SUPPORT FROM



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List of Abbreviations and Acronyms

ACHPR	African Charter on Human and Peoples Rights
ACM	African Common Market
ADM	African Defence Mechanism
AfDB	African Development Bank
AU	African Union
AUC	African Union Charter
AUCA	African Union Constitutive Act
AYC	African Youth Charter
BTVET	Business, Technical and Vocational Education and Training
CA	Children's Act
CAO	Chief Administrative Officer
CoEs	Centres of Excellence
CRC	Convention on the Rights of the Child
CSOs	Civil Society Organisations
DISO	District Internal Security Officer
DoV	Domestic Violence
DPs	Development Partners
DYC	District Youth Council
EA	Employment Act
EACT	East African Community Treaty

EdA	Education Act
ENABLE	Empowering Novel Agribusiness-Led Employment
EOA	Equal Opportunities Act
FBOs	Faith-Based Organisations
FGDs	Focus Group Discussions
FIEFOC2	Farm Income Enhancement and Forest Conservation Programme Phase Two
FY	Financial Year
GDP	Gross Domestic Product
GISO	Gombolola Internal Security Officer
GJP	Green Jobs Programme
GoU	Government of Uganda
ICCCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
ICT	Information and Communications Technology
IYOP	Inter-Party Youth Platform
LC	Local Council
LGDPs	Local Government Development Programmes

Section One Introduction





Uganda's young people below the age of 30 years comprise 78% of the country's 40.7 million people. Unfortunately, youth unemployment in Uganda stands at 83%. Hence, eight out of every ten of the would-be working youth are unemployed.

It is these worrying statistics that led the Government of Uganda (GoU) to think of designing programmes to tackle the unemployment situation among the youth. This Handbook will borrow the definition of the youth from Article 1 (g) of the NYC Act (1993) (Cap. 319), which defines a youth as a person between the age of 18 and 30.

The Handbook aims to equip the youth with the requisite knowledge on the various programmes formulated and implemented by the GoU. Indeed, the Government has realised that because the youth population is the largest in the country, it is difficult to reach out to all of them and in a short space of time. With this Handbook for youth leaders who are at the grass roots, it is possible for them to reach out to their constituents much faster by referring to it.

The youth need basic but essential information on Government programmes from which they can benefit and how they can acquire support to invest in projects that can ultimately change their lives for the better.

It is also important that the youth should be able to reflect on what the government has done and is still doing for the youth and, in turn, the GoU should receive feedback from the youth on the successes and challenges of some of programmes. In short, the Handbook can be seen as an immediate source of vital information for the youth leaders across the country.



Section Two Legal Framework for the Inclusion of Youth Programmes in Uganda



The legal framework around which the youth policies and programmes have been formulated is essential in ensuring that they are legitimised in the governance of the country and guide the way in which they operate. Consequently, the GoU has put in place the necessary frameworks to ensure that the youth can participate legally in decision-making and national development. These laws are found at the national, continental and international levels.

The key laws at the national level are the Constitution of the Republic of Uganda (1995) and the National Youth Council (NYC) Act (1993) (Cap. 319) (as amended in 2001). Each of these laws will be discussed briefly and in turn.

• **Constitution of the Republic of Uganda (1995)**

- The 1995 Constitution promotes equality, non-discrimination, and the inclusion of all Ugandan citizens in the affairs of the State;
- Under the Democratic Principle (Article II, Clause IV), it provides that the composition of Government shall be broadly representative of the national character and social identity of the country. Article IV on the Democratic Principle specifically provides that “the composition of Government (and her organs) shall be broadly representative of the national character and social diversity of the country”.
- Under the National Objectives and Directive Principles of State Policy [Objective Number XIV (b)], it guarantees all Ugandans the enjoyment of rights, opportunities and access to services; and
- Article 78, Clause (1) (e) and (4) provides for youth representation in Parliament.



National Youth Council Leadership

• **National Youth Council (NYC) Act (1993) (Cap. 319) (as amended in 2001)**

- The NYC Act (1993) (Cap. 319) defines the youth and provides for the youth structures that are mandated to take part in the political affairs of the country and their composition;
- The NYC is a statutory body corporate that is charged with the national responsibility to: (a) organise the youth in a unified body; (b) encourage the youth to take part in activities that are of benefit to them and the nation; and (c) protect the youth against manipulation.
- The NYC structures face some challenges. These include partisan politics, under-funding which causes it to fail in fulfilling its mandate and, owing to the Electoral College and secret ballot voting processes by which its members are elected, a number of young people are disenfranchised from the exercise and from supporting the NYC.

Other equally important laws are:

The East African Community Treaty (EACT) (1999); the African Union Constitutive Act (AUCA) (2000); the Employment Act (EA) (2006); the Equal Opportunities Act (EOA) (2007); the Education Act (EdA) (2008); the Children's Act (CA) (Cap. 59); the Prohibition of Female Genital Mutilation (PFGM) Act (2010); the Domestic Violence (DoV) Act (2010); the Prevention of Trafficking in Persons (PTP) Act (2009); the Persons with Disabilities (PWD) Act (2006); the Local Governments Act (1997) (Cap. 243); the Youth with Disability (YWDs) Act, the Convention on the Rights of the Child (CRC) (1989); the Millennium Development Goals (MDGs); the Sustainable Development Goals (SDGs); the African Union Charter (AUC) (Article 28) and the African Youth Charter (AYC) (2006). The international laws are: The International Covenant on Civil and Political Rights (ICCPR) (1976); and the International Covenant on Social, Economic and Cultural Rights (ICSECR) (1986).

Section Three Government's Youth Programmes and Policies



The GoU initiated several policies and programmes to address the plight of the youth, especially in the area of employment creation.

The policies and programs are as follows:

1. Empowering Agri-Business-Led Employment for Youth in Uganda's (ENABLE Youth Uganda) agricultural sector;
2. the Green Jobs Program (GJP) (2016);
3. the National Development Plans Two and Three (NDP II and NDP III);
4. the National Youth Manifesto (NYM) (2011-2016);
5. the National ICT Initiative Support Programme (NIISP);
6. the Third Northern Uganda Social Action Fund (NUSAf3);
7. the Northern Uganda Social Action Fund – Youth Opportunities Program (NUSAf-YOP);
8. the National Vision (2040);
9. the National Youth Policy (NYP) (2016);
10. Operation Wealth Creation (OWC) (2014);
11. Skilling the Girl-Child Project – State House (SGCP-SH);
12. the Students' Loan Scheme (SLS);
13. the Uganda Skills Development Project (USDP);
14. the Youth Economic Empowerment (YEE) programme; and
15. the Youth Livelihood Programme (YLP).

The above programmes are pivotal in youth programming.



1. Green Job Project (GJP) (2016)

- The GJP targets both the educated and uneducated working-age populations, particularly the youth and women, through the promotion of workplace re-skilling and skilling for the educated and uneducated group, the promotion of resource efficiency and social safeguards at workplaces, and the enhancement of the productivity of workers and enterprises;
- Green jobs are decent jobs that help to reduce the negative environmental effects and promote safety and health at work with the ultimate aim of creating environmentally, economically and socially sustainable enterprises. Green jobs improve energy and raw materials efficiency, minimise waste and industrial pollution, and protect and restore ecosystems;
- The following programmes have been developed and supported under the GJP: The Uganda National Apprenticeship Framework (developed); the Graduate Volunteer Scheme; 1,950 Jua-kalis in Kampala with business start-up toolkits and training; Terms of Reference (ToR) for Industrial Business Shelters with Common-user Facilities; and Stakeholders' Consultation on Implementation Modality.
- The implementation of the project is by the Ministry of Gender, Labour and Social Development (MGLSD), the Ministry of Education and Sports (MoES), the National Planning Authority (NPA), the Ministry of Finance, Planning and Economic Development (MoFPED), and the Federation of Ugandan Employers (FUE) using a multi-sectoral approach. Other bodies include the Programme Steering Committee as the national-level coordinator; the Technical Sub-Committees on Green Jobs Creation, which fall under the authority of the District Steering Committees; and the Private Sector in Green Jobs Creation.



2. National Development Plan (NDP) III

- The NDP III is a successor of NDP II;
- The NDP III aims to address the challenges faced under NDPs I and II (2010-2020), whose focus was on "Growth and Socio-Economic Transformation";
- The NDP III proposes industrialisation as the focus for the next 10 years of the country's development journey;
- The NDP III speaks directly to the youth, especially on the issue of sustainability of the pursuit of resource-led industrialisation. It notes that in order to accelerate labour-intensive light manufacturing, it will create jobs for the youth. On skills training, the NDP III intends to introduce a training levy to adequately fund vocational and specialised training; and
- The NDP III observes that one of the main challenges to industrialisation is the inadequate numbers of appropriately skilled labour to drive industrialisation and reduce unemployment resulting from jobs being created in insufficient numbers.



3. National Youth Manifesto (NYM) (2011-2016)

- The NYM is a youth-led and youth-focused process that was nationally generated and unified the youths' demands;
- The thematic areas of the NYM are: More and Better Jobs; Health Care for All; Education for Opportunities (i.e. More Training and Education); Sports and Creative Arts; and Participation;
- The NYM put emphasis on: youth employment, education, health and participation in decision-making with matching indicators;
- On employment, the NYM demands: (a) National Labour Force Survey and regular publication of labour market information by the GoU; (b) Revision of the national education curriculum to match the skills requirements of the job market; (c) Implementation of Youth Enterprise Scheme (YES) with a youth-friendly credit component; (d) Creation of incubation business parks in secondary schools and universities; and (e) a Cabinet Youth Ministry; and
- Regarding the demands in education, health, and youth inclusion in state affairs, the NYM focuses on: school re-enrolment of youth dropouts; child-mother school resumption; introduction of and ensuring access to mobile health clinics; access to family planning services for the youth; increased funding to the NYC; and consultation of District Youth Councils (DYCs) and other youth groups at all levels on youth-related programmes and policy formulation.

4. National Youth Policy (NYP) (2006)

- The GoU is cognisant of both the vital role the youth can play in national development and their exceptional potential and energy for development, talent and creativity;
- The NYP's goal is to provide an appropriate framework for enabling the youth to develop social, economic, cultural and political skills to enhance their participation in the overall development process and improve their quality of life;
- It targets all persons aged 15 to 30. It also contains provisions that address the specific and special needs of the different youth categories. It recognises gender inequality as a constraint on national development;
- The MGLSD revised the NYP (2001) to guide different stakeholders in the provision of quality services to the youth to enable them to enhance their competencies for improved participation in national development. The policy is supported by a National Youth Action Plan (NYAP);
- The NYP focuses on the following strategic priority areas and actions: employment promotion; productivity enhancement; skills training and entrepreneurship development; youth participation and governance; access to resources and services; and management coordination and partnerships;
- To deliver the policy, implementation mechanisms have been put in place. First, the policy utilises a multi-sectoral approach involving Government MDAs, Local Governments, development partners (DPs), civil society organisations (CSOs), cultural institutions, faith-based organisations (FBOs) and the private sector;
- The Monitoring and Evaluation (M&E) of the implementation of the policy is the responsibility of the MGLSD as the lead agency; and
- The financing of the NYP is the business of various stakeholders, such as the MGLSD, other line Government MDAs, Local Governments, CSOs, FBOs, the private sector and DPs.

5. Youth Livelihood Program (YLP)

- The YLP, which was introduced in 2013/2014 by the MGLSD, aimed at addressing the lack of skills among the youth, poverty and unemployment.
- It targets poor and unemployed youth aged 18-30 who are vulnerable, are single parents, have disabilities, are living with HIV, have not attained formal education or have dropped out of school and training institutions or have completed school but are unemployed, living in slums, city streets and high risk and impoverished communities. It aims to harness their socio-economic potential and increase self-employment opportunities and income levels among them with an initial budget of UGX 265 billion. The project was meant to support the youth in the form of a revolving fund for skills development and income-generating projects;
- About 240,000 (110,000 females and 130,000 males) youth have so far been skilled and are directly engaged in employment. However, the targeted youth population was 148,824, thus creating a difference of 65,824 (44% of the initial target). The programme covered 169 districts, including municipalities;
- 1,635 projects were funded with UGX 11.9 billion in 27 districts in Phase I. Since the inception of the project, a total of UGX 97.5 billion has been disbursed to finance 13,107 projects. Only 149 have fully paid back the money. In Phase II, 534 projects were funded with UGX 3.5 billion in 85 districts. In Phase I, only UGX 50 million was received by the MGLSD. Hence, 96% of 1,635 projects either failed or defaulted;
- The key challenges faced by the programme included: some groups, like in Kotido district, which engaged in brick-laying collapsed because some of their group leaders squandered the funds on alcohol; corruption; lack of sufficient training; the presence of ghost groups; sharing of money by group members to spend on their personal needs; lack of a common understanding of the programme; and inadequate supervision of the groups by technocrats; and
- The challenges indicated that the programme needs thorough review. It should be re-designed if it is to change the livelihoods and economic status of the youth. It is also important that the GoU should think of awarding small working capital loans to well-prepared individual or small groups of youth which are easy to monitor and follow up during the recovery process instead of groups of, say, over 15 members. The awards should follow the training of the youth in entrepreneurship and business skills.



Other programmes include:

NAPYE, and the National Agricultural Advisory Services (NAADS). The NAADS programme presents opportunities to enhance youth employment, just like YLP and YVCF.

In conclusion, it is clear that the GoU has formulated generally sound policies and programmes and designed appropriate initiatives to support youth employment to tackle the current plight of the majority of the youth. It is, therefore, incumbent upon the youth to acquaint themselves with the Government's policies and programmes to lift themselves out of poverty, under-employment and unemployment.



Section Four

How the Youth Leaders can serve their constituents and engage in the governance of their country



4.1 How the youth can serve their constituents

- Youth leaders can best serve their constituency by doing the following:

- Teaching other youth the importance of good values (discipline and hard work);
- Serving as role models of good and responsible youth leadership;
- Creating a sense of awareness so that other youth can become goal-driven;
- Building a strong sense of relationships to create a strong and united youth movement;
- Inspiring and motivating the youth towards attaining clearly set Goals, Vision and Mission;
- Positively developing the youth and their communities;
- working with communities to address some of the community needs;
- Encouraging skills development and appropriate education;
- Engaging in effective communication and coordination on issues that affect the youth;
- Encouraging citizen participation;
- Focusing on policies, programmes and projects that advance the youths' interests, especially job creation;
- Assisting in developing the capabilities (i.e. confidence-building, decision-making, independent and critical thinking etc.) of other youth;
- Defining the future direction of the country to turn her into a great nation.



4.2 How the youth can engage in the governance of their country

- The youth can engage in national governance by:

- Ensuring that transparency, accountability and openness is practiced by all leaders and citizens;
- Engaging in both central and local-level planning and budgeting;
- Ensuring that youth-focused structures and institutions work in the interest of the youth;
- Actively fighting vices in society such as corruption and social misbehavior;
- Ensuring that the youth are receptive to monitoring and feedback from all sectors, including youth civil society;
- Protecting and preserving the 1995 Constitution and all laws governing human, political, social and economic rights.

Section Five Challenges encountered by the Youth in accessing Government's Youth Programmes



Several obstacles may hinder the prospect of youth tapping into the GoU's youth programmes. These include but not limited to the following:

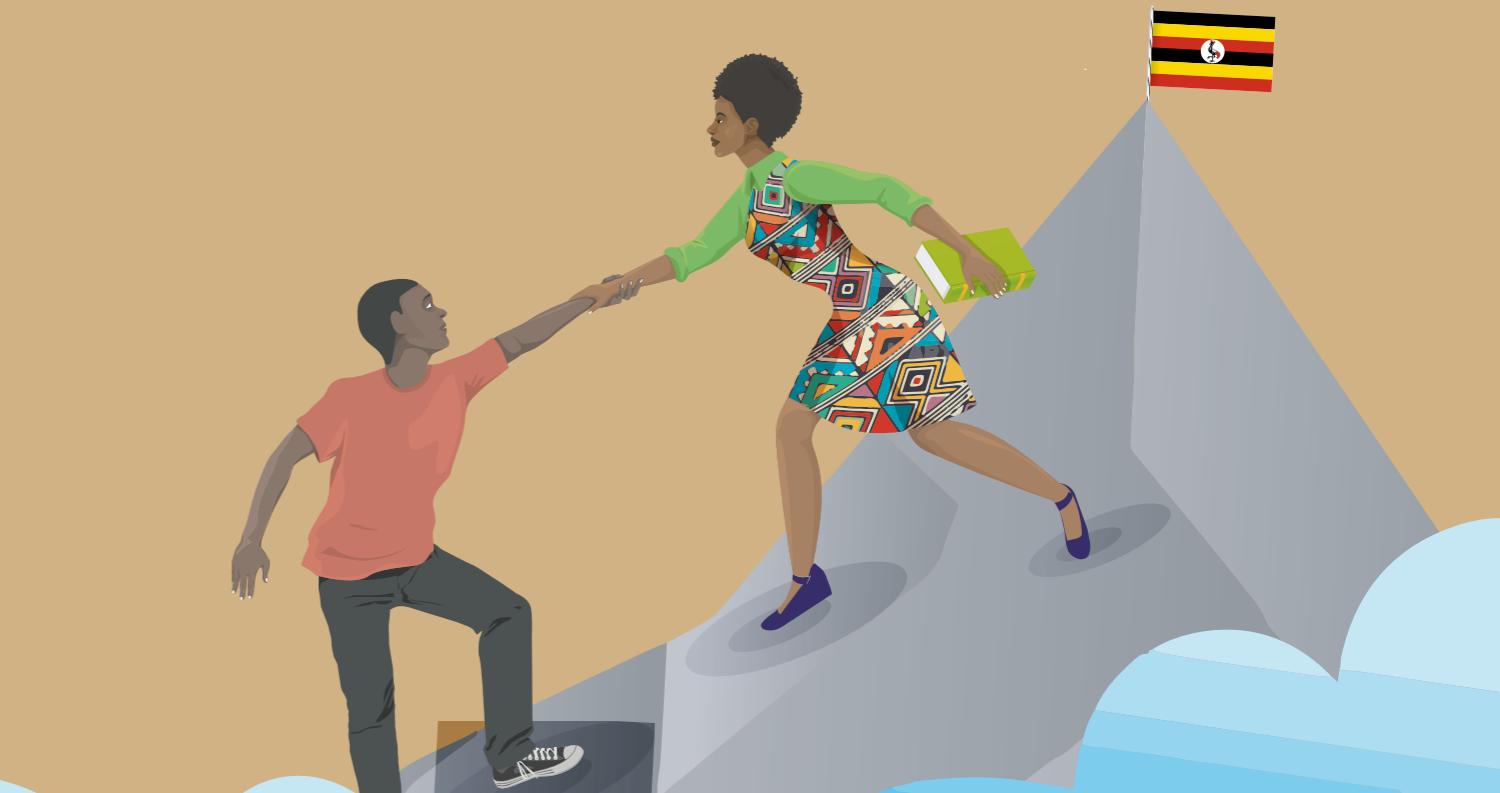
- inadequate education and matching skills to compete favorably for the available investment and job opportunities;
- The youth lack adequate and relevant entrepreneurial skills. This is due to inadequate investment in business and vocational training to equip young people with relevant market-driven skills;
- The youth experience low levels of access to financial services. This is compounded by the fact that they lack collateral or security;
- Societal perception that the poor cannot manage funds. Government officials and elders either see themselves or are seen by others as all-knowing regarding how to help the youth;
- The lack of sufficient job-for-life careers. What exists today is referred to as 'portfolio careers' (e.g. contract employment, freelancing, and periods of self-employment);
- A poor state of sexual and reproductive health and rights (SRHR);
- The value and significance of sports and the creative arts in building a progressive society is neither being taken seriously nor systematised;
- Although Uganda boasts of a diversity of cultural set-ups with distinct languages, cultural beliefs and practices

(more than 56 ethnic groups), some of them tend to hamper socio-economic development not only for the youth but the country as a whole;

- Although the MGLSD is the lead agency on youth affairs, which is mandated to create linkages and collaborative efforts, including coordination structures and mechanisms within relevant Government sectors and other stakeholders, its institutional framework and implementation mechanisms for youth programmes have been weak, inefficient and ineffective, to the extent that it has found it difficult to facilitate the actualisation of desired policy goals;
- The youth are seen as a burden because of the complexities involved in supporting them;
- Difficulty in accessing the Youth Members of Parliament;
- With the exception of the Ministry of Local Government (MoLG), MoES and the President's Office, all the other MDAs do not have Focal Point Persons representing the interests of the youth. This is a sizeable number of non-representation of youth issues in Government;
- There is no known mainstreaming of youth policies or representation in the Boards of statutory bodies and state enterprises;
- On a number of occasions, the youth are not widely consulted by Government officials through the youth structures to design and implement youth specific programmes such as YVCF. The policies tend to be top-down.

Section Six

Tackling the obstacles in order to tap into the existing opportunities for the youth in Uganda



- Youth leaders holding positions of responsibility should desire to be knowledgeable in order to provide strategic leadership from an informed viewpoint;
- Creation of an independent and dedicated structure to manage the youth livelihood programme and related interventions. This will enhance effectiveness, accessibility and accountability.
- Creation and strengthening existing Youth focal points to mainstream youth issues will improve coordination;
- Phased deliberate provision of short-term hands-on vocational and entrepreneurial training to model youth into job-creators will lessen the burden of handouts and create a sustainable productive youth contributing to the development of their country;
- Close cooperation with the private sector to establish regional innovation hubs will harness the potential among the youth to be creative and provide targeted region specific solutions. in addition, scaling up provision of interest free loans to skilled youth will enable more youth to create their own enterprises and these should be monitored and supported to grow;
- Deliberate and increased support towards creating an enabling environment for the private sector to grow and thrive will increase productivity and in the long run more employment opportunities;
- Leveraging the NYC and Local Government structures to consult and understand the problems of the youth and allow them to own the process of solving their problems in a sustainable.



- More strategic interventions to promote meaningful youth participation in decision-making and management consistent with the asset-based approach to youth development is needed;
- Strengthening collaboration, networking and co-operation between the MGLSD and other stakeholders by ensuring that the Ministry's institutional framework and implementation mechanisms are strong;
- Effective youth participation in the dissemination and implementation of all government policies, programmes and projects. This will enable them appreciate interventions developed by the government to work on their issues;
- There is need for all Ugandans above 14 years to collectively identify key strategies to foster positive cultural practices that empower them;
- The GoU needs to intensify her efforts to make the physical environment more accessible, ensure that basic information is more readily available in various formats, and educate citizens on the misconceptions about PWDs;
- Revive sports infrastructure, equipment and opportunities as well as promoting the visual and performing arts;
- If the GoU is to have meaningful development and be in a position to attract the youth into the agricultural sector, which is the largest employer, deliberate designing of youth-targeted agricultural development programmes should be prioritised.



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