

SUMMARY ON THE SCALE MEASUREMENT TOOL

The scale measurement tool was designed by the Partnership for Economic Policy (PEP) in partnership with the Mastercard Foundation. It aims to assess the level of implementation of specific youth employment policies and programs (YEPs) while allowing comparability across countries. Focusing on transitional progress, the tool addresses three key questions: what the policy aims to achieve, what gaps exist from the design of the policies, and how constituents perceive the policy's implementation.

The tool categorizes the YEPs into six clusters: YEPs to enhance youth employability, YEPs to promote youth entrepreneurship, Policies to protect youth rights at work, Economy-wide enablement policies, other employment/ labor market policies targeting youth, and Policies targeting vulnerable groups.

To attribute a score to the implementation level of each YEP within a cluster, this measurement scale tool uses a qualitative assessment method, employing a combination of banding categories and a color-coded system. Therefore, each YEP can be assigned one of the following four scores:

- **A- Orange:** Policy in place and operational,
- **B- Dark grey:** Policy in place, but weakly operational,
- **C- Blue:** Policy in place but not operational,
- **D- Light Blue:** Policy does not exist (given that each research team may also point out some key policies that it believes are missing from the YEPs package implemented in a specific country).

A column that includes comments is appended to each score to provide supporting evidence for the rating, with regard to the level of YEP implementation compared to what would have been expected.

For the country teams that conducted the review in both Year 1 and Year 3 of this Initiative, the tool provides two scores for each YEP: one informing about the level of implementation in the first review (Year 1), and the other concerning the second review (Year 3). Each of these scores is supported by an explanatory comment.

So, having both the score in the first review and the second review, the scale measurement tool provides a dynamic assessment between Year 1 and Year 3 of the initiative. In the event there is a YEP that did not exist in the Year 1 review, a new row is inserted in the corresponding YEPs category to represent it.

In this regard, the tool also features qualitative reviews to showcase achievements and gaps and provide insights for recommendations, in order to improve the YEPs design and implementation.

For a comprehensive explanation of the methodological approach, refer to the annex section for additional details.

Disclaimer:

This Scale measurement was produced in the context of the *What Works for Youth Employment in Africa: A review of existing policies and empirical analysis* in partnership with the Mastercard Foundation. It was a three-year initiative that ran between 2021 and 2024 to create a knowledge base of youth employment and related social development policies to inform policy and practices. The views expressed do not necessarily represent those of the Foundation, its staff, or its Board of Directors."

Policies and Programmes		Year 1: Previous assessment		Year 3: Current assessment	
		Previous Score	Previous Comments	Current Score	Comments on the Changes compared to the previous assessment
YEPs to enhance youth employability	Free Universal Primary Education (UPE).	B	Universal Primary Education (UPE) was introduced in 1997. The Program has improved attendance rates, literacy and numeracy skills among the enrolled pupils and youth. However, the program still faces challenges of inadequate financing, high teacher- student ratio, infrastructural issues and high cases of dropouts especially among female pupils.	B	A new curriculum has been fully implemented. More schools built and more budget allocation added. However, the school drop out rates remain with an average dropout rate of about 45%, but it's higher for girls. Rural areas account for about 94% of the dropout (UBOS, 2023). Furthermore, still faces many challenges, according to media reports, one of the persistent issues is the strain on resources and infrastructure. Many UPE schools struggle with overcrowded classrooms, lack of basic amenities such as desks and textbooks, and insufficient funding for maintenance and improvements. Teacher quality and motivation remain critical concerns. While UPE aimed to recruit and deploy more teachers to meet the increased demand, ensuring their qualifications, training, and retention has been a challenge. Many teachers in UPE schools face heavy workloads, limited professional development opportunities, and inadequate remuneration, affecting both teaching quality and morale. such as many teachers in UPE schools face heavy workloads, limited professional development opportunities, and inadequate remuneration, affecting both teaching quality and morale

Free Universal Post Primary Education and Training (UPPET).	B	Operationalisation of free Universal Post Primary Education and Training (UPPET) in 2007 including free Universal Secondary Education (USE). This was largely aimed at ensuring that students who complete primary education can either enroll for secondary or vocational and technical training for free. This has enabled students from primary to proceed either to secondary schools or vocational institutions and acquire skills. However, the financing is still inadequate although there are efforts by the parliament to increase the funding to UPPET programs.	B	To address challenges of the transition to post-primary education, the UPPET programme and over the years, enrolment has grown rapidly. However, the programme is still hindered by funding, infrastructural challenges among others.
Review of the Lower (Ordinary) Lower Secondary Curriculum .	B	Revision of the ordinary secondary level curriculum in 2020 to make it more learner centred and more practical so as to impart skills to the learners. This is aimed at enabling learner's complete Ordinary secondary with employable skills that can even allow them employ them selves. The first cohort of this course will graduate in 2024 with two certificates – vocational and that of secondary education. This program already is being credited for practical skills to students.	B	Teachers have been re-trained to build their capacity in implementing the revised curriculum and the first cohort sat examinations under the revised curriculum this year. However, the training received was deemed insufficient and too generalised to equip teachers to implement the competence-based curriculum adequately. The revised curriculum is ICT-heavy, educational materials such as textbooks, computers, internet access, and other infrastructure remains wanting.
Directorate of Industrial Training.	B	The government of Uganda through the ministry of education and the private sector have come up with mechanisms of ensuring that new graduates and those still undertaking studies have where to practice. The ministry of education has set up a whole directorate of industrial training that is charged with responsibility of conducting apprenticeship programs where students have to get certificates upon completion.	C	The budget cuts have affected effective implementation of the directorate further reducing the score to C.
Youth Apprenticeship Program (YAP).	B	This program prepares fresh educated youth for self-employment by preparing them to be Service Providers. By giving unemployed adolescents opportunities to engage (by volunteering) with Micro and small enterprises, the Youth Apprenticeship Program establishes a win-win collaboration that will enhance their employability and skills of the youth in the country. This program, which largely targets recent college graduates, is being carried out by the Uganda Investment Authority.	B	No much changes as observed in 2021.
Apprenticeship Legal Framework.	A	The government of Uganda has put in place legal and policy Frameworks on Apprenticeship programs and these include the Uganda National Apprenticeship Framework, 2018 and The National Graduate Scheme Bill 2018.	A	The legal framework remains the same.

<p>Vocational and technical training programs.</p>	<p>B</p>	<p>The government of Uganda through the Technical Vocational Education Policy, 2019 has encouraged vocational and technical training across the country. The government has built and equipped vocational and technical training centres across the country with the aim of skilling the youth to improve their employability. Other similar programs include:</p> <ul style="list-style-type: none"> (i) Presidential Initiative on Skilling the Girl Child: The President launched Skilling the Girl Child project in 2017 with the goal of providing young girls with hands-on skills that will enable them to create jobs and generate wealth. Young girls are equipped with skills like bakery, tailoring, hairdressing and makeup, knitting, shoemaking, and weaving. The training program is a six-month hands-on with examination administered by the Directorate of Industrial Training (DIT) and it is offered at a free cost. (ii) Every constituency was supposed to have at least one technical and vocational institution, though about 30% of constituencies do not have these institutions. <p>The private sector is also allowed to participate in the provision of technical and vocational education.</p>	<p>B</p>	<p>On a positive note, the Presidential Initiative on Skilling the Girl Child now targets both girls and boys. Some of questions around this intervention is the quality of training received due to the high volume of students verses the number of trainers.</p>
<p>Strategies to solve the challenge of education - employment mismatch</p>	<p>C</p>	<p>There has been done through allowing the participation of employers in the design of the curriculum and also allowing learners to do internship as one of the requirements for the graduation. Every five years a new curriculum is introduced as a way of capturing new development and demands by the employers to avoid education – employment mismatch. But however, there are still challenges as some employers blame educational institutions for producing graduates that do not meet their standards but also the theoretical nature of the education.</p>	<p>B</p>	<p>The government has come up with measures aimed at addressing education mismatch through curriculum review and ensuring that the graduates get skilled. Furthermore, apprenticeships and volunteer schemes are currently being spearheaded by government and these are aimed at equipping graduates with the required job-skills.</p>
<p>Work ethics and mindset change</p>	<p>C</p>	<p>This is currently a key challenge to youth employment due to relatively growing negative attitude towards work by the youth. Some youth want to earn without working and this is affecting morale to work. There is need for deliberate government action and interventions aimed at mindset and behaviour change among the youth. They also need to be helped in work ethics and if possible, this ne emphasised during training or skilling phase.</p>	<p>C</p>	<p>This challenge still persists.</p>

YEPs to promote youth entrepreneurship

The youth livelihood Program (YLP)	C	Under this program, the youth are trained, organised in groups and given capital to start up their own employment opportunities. However, the program still faces challenges like corruption and implementation challenges.	B	This has been merged with the women Empowerment Fund. The recovery rates have improved.
Women Empowerment Fund	B	This program targets women including the youthful women and the vulnerable to participate in income generating activities. It also equips the selected women with required skills for self employment start ups, book keeping and others.	B	Merged with the Youth Livelihood Fund, programme is still relevant in women empowerment
Green Jobs Programme	C	Under this program, the Youth are given business toolkits to for business start- up.	B	More funding has been allocated to green job programme as a way finding more jobs for the youth and as a way of climate change mitigation and adaptation.
The Parish Development Model (PDM)	C	Under this program, 30% of the beneficiaries must be the youth. The program is still new but already facing a number of challenges including corruption and inadequate preparation of the selected beneficiaries.	B	The program has been rolled out across the entire country. Mechanisms have been put in place to ensure that the youth benefit. In addition, more funding has been provided under PDM
Youth Empowering Youth	B	Youth Empowering Youth (YEY) by the MasterCard Foundation, other by the private sector, religious institutions and politicians, all aimed at empowering the youth to create their own employment as a way of reducing youth unemployment.	B	More groups continue to benefit.
Support of self-employment for the Youth / Incubator programmes	B	The government of Uganda in collaboration with its development partners have set up centres for youth incubation and show case centres across the country. The government has opened up industrial areas in all districts and the youth are given special treatment to get space in these hubs. A special fund for innovation was put under the ministry of science and technology to fund youth innovations among others. In the regional industrial hubs, the Youth are given an opportunity to be skilled in different areas of their choice and after given financial support.	A	More incubation centres have been set up across the country including the village innovation centre.
Youth Empowerment Funds	B	The country has established a number of youth funds including but not limited to: (i) The youth venture fund (ii) The youth innovations fund There also existing youth funds from development partners like MasterCard foundation, World Bank, UNDP, National Social Security Fund, Stanbic Bank among others.	A	The demand led youth empowerment funds performing better and the recovery rates have largely improved.

Policies to protect youth rights at work	Labour Law	A	Uganda has a number of labour laws and legislations in place. Among other include: <ul style="list-style-type: none"> i. National Employment Policy, 2011 ii. Child Labour Policy, 2006 iii. National Policy on HIV/AIDs in the World of Work, 2007 iv. Employment Act, 2006 and its attendant Regulations. v. Labour Unions Act, 2006 and its attendant regulations. vi. Workers' Compensation Act, Cap 225 and its attendant Regulations vii. Labour Disputes (Arbitration and Settlement) Amendment Act, 2021 and its viii. Attendant Regulations. ix. National Social Security Act, Cap 222 and its attendant Regulations. x. Minimum Wages Advisory Boards and Wages Councils Act, Cap 221 	A	More labour courts established and more labour officer recruited.
	Legislation	B	There are also other which are currently under development in the parliament of Uganda such as the start-up bill and labour externalisation.	A	A new National Employment Policy of 2023. This was followed by the 2023 national employment strategy.
Economy-wide enablement policies	Vision strategies	A	Currently, Uganda is implanting a forty-year vision that was launched in 2015, known as Uganda Vision 2040. The vision acknowledges that the country has taken advantage of its large youthful labour force that should be properly educated and skilled. The country is also guided by the global visions and strategies such as the United Nations sustainable development goals, African Union Agenda 2063, the East African Community Agenda among others.	B	The vision is still the same
	Medium Term/Development plans	A	Currently, the government of Uganda is implementing the third National Development Plan (NDP III). NDP III emphasises the need to increase youth productive and employability through implementation of effective human capital growth programs, skilling the youth, learner centred curriculum, and proper preparation of the youth before an empowerment youth program is implemented. It also emphasises the need to invest in youth mind change programs towards self employment, innovation and creativity.	A	A new fourth National Development Plan is being finalised. The plan has been guided and informed by the lessons from the NDP III to ensure achievement of its aspirations.

Other employment/ labor market policies targeting youth	Direct job creation (e.g.: recruiting young people into the civil service or public works, etc.)	B	The Uganda Public service commission has special position for fresh graduates but these are not enough. Every year the government through its ministries, departments and Authorities create space for new entrants and these positions are filled by new graduates through the public service commission. But these positions are far less than the number of annual fresh graduates leading to other qualified youth to remain unemployed.	B	This is still the same.
	National youth services	B	Youth in Uganda are represented at all leadership levels – Executive, legislature and local government. This ensures that some of issues unique to the youth are put forward by the youth representatives at those levels and have solutions developed. However, in terms of numbers, youth representatives are few. In addition, unlike the neighbouring Kenya, Uganda does not have a compulsory national youth service although a proposal is currently in parliament for a discussion.	B	The same status quo applies.
	Unemployment compensation	D	This is not applicable currently in Uganda.	D	This is still not applicable currently in Uganda.
	Placement services and job-search assistance	A	The country currently has job placement opportunities and platforms where employers express interest in the type of human resources they required and these are matched with job seekers. However, unstable and costly internet coupled with lack of access by some section of youth affects these efforts.	B	The job matching and placement platforms still exist. Uganda is in the final process of operationalizing the Labour Market Information System. this system will among other things host a job matching module intended to facilitate job searches linking job searchers to prospective employers.
	Subsidized employment	D	The government has tried its best in putting in place an incentive structure to attract investments in the country so as to create jobs for the youth. These include both tax and non-tax incentives such as subsidies, free land, tax exemptions among others.	D	Still the same.

Policies taking care of vulnerable groups	Young women	B	The country has put in place a number of programmes to support young women like the Uganda Women Entrepreneurship Programme, skilling the girl child under the president's office, affirmative program at the public universities – after Advanced Level, females are awarded 1.5 points extra. This has increased enrolment of female students in public universities. In fact, at Makerere university female students are more than male students. In addition, all government programmes have a requirement for a third female participation or benefits. There is a gender test before a project is funded or implemented.	A	More programs targeting young women have been developed and currently being implemented and these facilitate women skilling, employability and empowerment through increasing access to different business development services.
	Migrant workers, refugees, Internally Displaced Persons (IDPs)	B	Uganda has legal and policy frameworks aimed at protecting the vulnerable groups like Refugees and IDPs. For instance, the National Policy for internally Displaced Persons. Furthermore, the country with support from Partners has over the years developed and implemented socio economic programmes specifically targeting Refugees and IDPs. Refugees are free to engage in any economic activity in Uganda and the Ugandan government has a policy of allocating land to refugees. This has made Uganda a Safe home for refugees and making it the largest refugee host in Africa.	A	Policy and legal frameworks still in place. Some government programmes have special and deliberate considerations for refugees, Internally Displaced Persons (IDPs)
	NEETs, Young people with disabilities, Rural workers, and other marginalized groups...	B	Young persons with disabilities are catered for under the Persons with Disability Act, 2020. In addition, the Country has made some efforts to ensure non- discrimination against persons with Disabilities at workplace through creation of equal opportunities commission, disability councils and representation both at cabinet and parliament. However, the problem is NEETs remain a challenge and there is need for specific policy interventions to address it.	B	All programs are required to cater for marginalised groups. The laws require at least 30% should go for marginalised groups. However, there is still need for more sensitizations since some of these groups of people are not aware of the different ways they can benefit from government programmes.

Note: NA = data/scoring not available. **A** represents that the Policy is in place and operational; **B** represents that the Policy is in place but weakly operational; **C** represents that the Policy is in place but not operational; and **D** represents that the Policy does not exist.