



**Understanding children's work and youth
employment outcomes in Uganda**

Inter-Agency Report

June 2014

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June 2014

Uganda Bureau of Statistics
Understanding Children's Work (UCW) Programme

Funding for this report was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

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LIST OF ABBREVIATIONS

ABEK	Alternative Basic Education for Karamoja
BEUPA	Basic Education for Urban Poor Areas
BTVET	Business Technical Vocational Education and Training
CHANCE	Child Centered Alternative Non-formal Community based Education
CLFZs	Child Labour Free Zones
COFTU	Central Organization of Free Trade Unions in Uganda
COPE	Complementary Opportunities for Primary Education
DEO	District Education Officer
DWCP	Decent Work Country Programme
ECD	Early Childhood Development
ESSP	Education Social Sector Plan
FUE	Federation of Uganda Employers
GEM	Gender Education Movement
IECD	Integrated Early Childhood Development
ILO	International Labour Organization
IYF	International Youth Forum
KCC	Kampala City Council
MDG	Millennium Development Goals
MGLSD	Ministry of Gender, Labour and Social Development
MoES	Ministry of Education and Sports
NAADS	National Agricultural Advisory Services
NAP	National Action Plan
NCLP	National Child Labour policy
NDP	National Development Plan
NFE	Non Formal Education
NOTU	National Organization of Trade Unions
NSPPI	National Social Programme Programme Plan of Interventions
NUSAF	Northern Uganda Social Action Fund
OVC	Orphans and Vulnerable Children
OVC-MIS	OVC-Management Information Systems
OVC-NIU	OVC-National Implementation Unit
SAGE	Social Assistance Grant for Empowerment
SCG	Senior Citizens Grants
SMC	School Management Committee
TRACE	The Right of All Children to Education
UBOS	Uganda Bureau of Statistics

UCW	Understanding Children’s Work
UNATU	Uganda National Teachers Union
UNCRC	United Convention on the Rights of the Child
VFG	Vulnerable Families Grant
VGS	Vulnerable Group Support
WFCL	Worst Forms of Child Labour
YEF	Youth Employment Facility
YOP	Youth Opportunities Programme

Chapter 1.

INTRODUCTION

1. Overcoming the twin challenges of child labour and youth employment will be critical to Uganda's progress towards the Millennium Development Goals. Estimates presented in this report indicate that over 2.4 million children aged 6-13 years are in employment. At the same time, most young people remain trapped in informal sector jobs offering little prospect for advancement or for escaping poverty and exploitation. The effects of child labour and poor youth employment outcomes are well-documented: both can lead to social vulnerability, societal marginalisation and deprivation, and both can permanently impair lifetime patterns of employment and pay.

2. The report examines the related issues of child labour and youth employment in the context of Uganda and builds on previous research cooperation in Uganda involving the Uganda Bureau of Statistics, ILO-IPEC and UCW in 2008¹. Guided by observed outcomes in terms of schooling, work activities and status in the labour market, the report considers the economic as well as the social determinants of child labour and youth employment. The 2011/2012 *Uganda Labour Force and Child Activities (NLF&CAS)* survey and the 2012/2013 ILO School-to-Work Transition Survey (STWT) are the primary data source for the report.

3. This report was developed jointly by the Government and the three UCW partner agencies. As such, it provides an important common basis for action in addressing child labour and youth employment issues. Four related objectives are served by the report: (1) improve the information base on child labour and youth employment, in order to inform policy and programmatic responses; (2) promote policy dialogue on child labour and the lack of opportunities for decent and productive work for youth; (3) analyse the relationship between early school leaving, child labour and future status in the labour market; and (4) build national capacity for regular collection and analysis of data relating to child labour and youth employment.

4. The remainder of the report is structured as follows. Chapter 2 reviews the national economic and social context. Chapter 3 of the report focuses on understanding children's work, its impact on education and health and its

¹ See, UBOS, ILO-IPEC and UCW (2008). *Understanding Children's Work in Uganda: Report on Child Labour*. Country Report, Kampala (http://www.ucw-project.org/attachment/child_labour_Uganda20110628_105759.pdf).

determinants. Chapter 4 of the report focuses on understanding youth employment and, in particular its links between human capital. Chapter 5 of the report reviews current national responses to child labour and youth employment concerns. Chapter 6 of the report discusses future policy priorities for accelerating action in the areas of child labour and youth employment.

Panel 1. Understanding Children’s Work (UCW) programme

The inter-agency research programme, Understanding Children’s Work (UCW), was initiated by the International Labour Organisation (ILO), UNICEF and the World Bank to help inform efforts towards eliminating child labour.

The Programme is guided by the Roadmap adopted at The Hague Global Child Labour Conference 2010, which lays out the priorities for the international community in the fight against child labour.

The Roadmap calls for effective partnership across the UN system to address child labour, and for mainstreaming child labour into policy and development frameworks. The Roadmap also calls for improved knowledge sharing and for further research aimed at guiding policy responses to child labour.

Research on the work and the vulnerability of children and youth constitutes the main component of the UCW Programme. Through close collaboration with stakeholders in partner countries, the Programme produces research allowing a better understanding of child labour and youth employment in their various dimensions.

The results of this research support the development of intervention strategies designed to remove children from the world of work, prevent others from entering it and to promote decent work for youth. As UCW research is conducted within an inter-agency framework, it promotes a shared understanding of child labour and youth employment challenges and provides a common platform for addressing them.

www.ucw-project.org

Chapter 2.

COUNTRY CONTEXT

6. **Uganda is a landlocked country in East-Central Africa.** Uganda is divided into four regions, the Northern Region, the Central Region, the Eastern Region and the Western Region, and subdivided into 111 districts. Kampala is the largest city and capital of Uganda. The country's terrain is mostly plateau with rim of mountains. About 15 percent of Uganda consists of lakes, rivers and swamps; and about 7 percent comprises highlands. Arable land accounts for about 28 percent of the total area and permanent crops for over nine percent. Draining of wetlands for agricultural use, deforestation, overgrazing, soil erosion, water hyacinth infestation in Lake Victoria, widespread poaching are among the environmental challenges facing the country.²

7. The country's population of some 35 million is primarily rural –over 80 percent of the total population resides in rural areas. Population growth represents an important challenge to poverty reduction in Uganda. Between 2003 and 2011, the population grew at 3.2 percent per year. In 2011, almost half of the total population was below the age of 15, meaning dependency rates are very high. Despite a decrease in the total fertility rate³ over the period from 1991 to 2011, it remains very high, at 6.1 births per woman.⁴

8. **Uganda experienced economic growth varying between four percent and 10 percent over the past decade.** Growth remained well above the Sub-Saharan Africa average in the face of consecutive exogenous shocks, including the secondary effects of the global economic crisis, bad weather and surges in international commodity prices.⁵ GDP grew by 4.1 percent in 2009, by 6.2 percent in 2010 and 2011 and by 2.8 percent in 2012 (Figure 1). The positive GDP growth was mainly supported by the services, manufacturing and the construction sectors.⁶

² Central Intelligence Agency (CIA), *The World Factbook: Uganda*

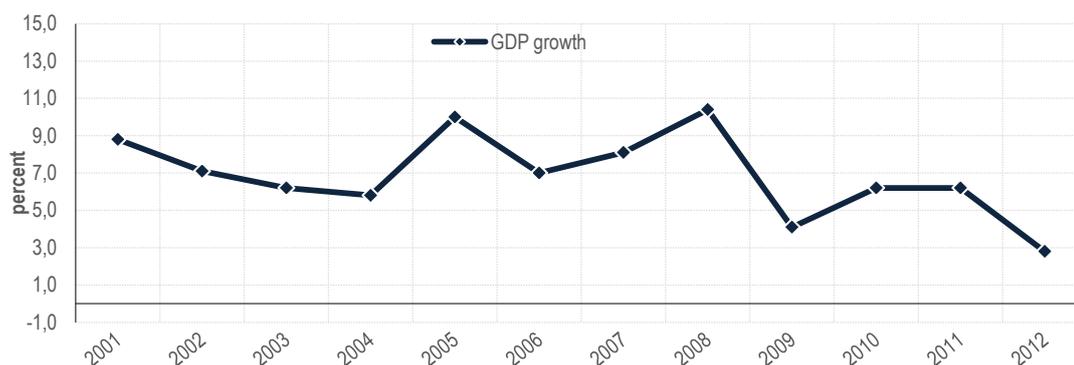
³Total fertility rate is defined as the total number of children born on average to a woman who lives through childbearing age.

⁴World Bank, *World Development Indicators, Uganda*

⁵World Bank, Uganda

⁶S. Ssewanyana, L. Bategeka, E. Twimukye and W. Nabiddo, (2009), Global Financial Crisis Discussion Series, Paper 9: *Uganda*

Figure 1. GDP growth (annual %, at constant 2002 prices), 2001-2012



Source: Uganda Bureau of Statistics, <http://www.ubos.org/statistics/macro-economic/national-accounts/>

9. The economy has experienced gradual structural transformation over the past two decades, moving away from subsistence agriculture to a mix of commercial agriculture, services and industry. As share of total output, services increased from 35 percent in 1990 to 51 percent in 2011; industry increased from 12 percent in 1991 to 25 percent in 2011⁷, and agriculture decreased sharply from 53 percent in 1991 to 23 percent in 2011. These structural changes have helped to fuel migration from rural zones to the capital and to other urban centres where the new economic opportunities are concentrated.

10. Given Uganda's natural competitive advantage in terms of fertile land and a good climate, it is not expected that Uganda will move away from agricultural production altogether, but that it will orient its agricultural output towards regional and international exports. Consequently, the government's agricultural strategy is focusing on the production and processing of agricultural exports, both traditional exports such as coffee and cotton and non-traditional exports such as horticulture, vanilla and honey.⁸ The labour market transition has lagged the structural change of the economy, and, as discussed in this report, the bulk of new entrants into the labour market are absorbed by agriculture and by non-wage small enterprises.

11. **Infrastructure problems represent a major constraint to development in Uganda.** Access to clean water and sanitation remains low in both urban and rural areas. The same is true for access to electricity due to limited national power grid coverage and low generation capacity. In terms of geographical divide, only six percent of the households in the rural areas have access to

⁷World Bank, *World Development Indicators, Uganda*

⁸Ministry of Finance, Planning and Economic Development, *Poverty Eradication Action Plan (2004/5-2007/8)*

grid power as compared to 40 percent of urban households.⁹ The vast majority of households use fuel wood or charcoal to meet part of their energy needs. The lack of adequate roads in rural areas is also a major challenge. **Human development indicators are slowly improving.** Life expectancy at birth, for example, increased from 47 years in 1991 to 58 years in 2011, and the under-five mortality rate fell from 176 to 74 per 1,000 live births over the same period.¹⁰ Access to improved sanitation facilities rose from 28 to 34 percent over the period from 1991 to 2010. Uganda's UN Human Development Index (HDI) improved from 0.306 in 1990 to 0.456 in 2012. Notwithstanding these advances, Uganda ranks 161st out of 187 countries in the 2012 Human Development Index.¹¹

12. During the period from 1992 to 2009, poverty in Uganda decreased by more than half (from 56.4 to 24.5 percent). Poverty is mainly a rural phenomenon: in rural areas 27 percent of people were living below the poverty line in 2009, compared to 9 percent in urban areas.¹² Human development indicators are also generally much better among urban households, but there are some particular problems faced by the urban poor. Northern Uganda has the highest rate of income poverty at nearly 60 percent, and poverty reduction in north and north-eastern regions has only been marginal.¹³ Inequality has decreased in recent years, but remains higher than in the early- and mid-nineties. The Gini coefficient, a measure of consumption inequality, was 37.1 in 1996, rose to 45.8 in 2002 and then fell to 44.3 in 2009.¹⁴

13. Gender disparities in Uganda persist in many dimensions.¹⁵ Women are generally poorer than men,¹⁶ participate less in the labour market, and their wages are significantly lower than men's. Women's land rights are limited in Uganda both by inequitable legal structure and by traditional practice. In education, while there is increasing gender equity at the primary school level, large disparities persist at higher levels of schooling. The gender inequality index¹⁷ was 0.517 in 2011.

⁹ African Development Bank, *Uganda Result-Based Country Strategy Paper 2011-2015*

¹⁰ World Bank, *World Development Indicators*, Uganda

¹¹ United Nations Development Programme, *Uganda Country Profile: Human Development Indicators*

¹² Uganda Bureau of Statistics (UBOS), *Uganda*

¹³ World Bank, (2010), *Country Assistance Strategy for the Republic of Uganda for the Period FY 2011-2015*

¹⁴ World Bank, *World Development Indicators*, Uganda

¹⁵ This paragraph is drawn primarily from Ministry of Finance, Planning and Economic Development, *Poverty Eradication Action Plan (2004/5-2007/8)*

¹⁶ Households headed by female widows are consistently poorer than others, and households headed by married women (probably mostly married to polygamous or absent husbands) are poorer than other households.

¹⁷ The [Gender Inequality Index \(GII\)](http://hdr.undp.org/en/statistics/gii/) reflects women's disadvantage in three dimensions—reproductive health, empowerment and the labour market—for as many countries as data of reasonable quality allow. The index shows the loss in human development due to inequality between female and male achievements in these dimensions. Further details are available at <http://hdr.undp.org/en/statistics/gii/>.

14. Thanks to significant investments in education, Uganda has made great strides in raising children’s school enrolment. The primary net enrolment has hovered above 90 percent in recent years, contributing to increase literacy. The literacy rate of youths aged 15-24 years has increased from 81 percent in 2002 to 88 percent in 2008.¹⁸ However primary completion rates remain low, especially for girls, due to class repetition and a variety of other supply- and demand-side factors. Curriculum relevance, inadequate school facilities, inadequate sanitation, lack of school feeding/lunch programmes, long travel distances and an unfriendly school environment are among the supply-side factors affecting completion. Demand-side issues include poverty, out-of-pocket costs, HIV, early marriage or pregnancy, domestic responsibilities and attitudes towards schooling. Further, with the introduction of Universal Primary Education (UPE) in 1997 the number of children attending school increased considerably, leading to very large classes at the lower grades and poorer school quality, in turn negatively affecting completion rates.¹⁹ An issue associated with low completion rates is that of over age students. Estimates from the 2006 Demographic and Health Survey indicate that 77 percent of the male primary school students and 74 percent of the female students were over-age.

15. Uganda made important progress during the 1990s against HIV/AIDS (Figure 2). The success was due to a variety of measures that enabled changes in sexual behaviour, as well as provision of care and support services. The decrease in HIV prevalence was particularly rapid in urban areas. However, the situation has deteriorated in recent years. Recent estimates indicate that the annual number of new HIV infections in the country increased by over 11 percent in the period from 2007/08 to 2009/10.²⁰ Prevalence has decreased among adults in the age range 25-34 years but increased among youth aged 15-24 years and adults in the 35-49 years age group.²¹ This rise among youth has been exacerbated by a lack of youth-friendly adolescent and HIV services.

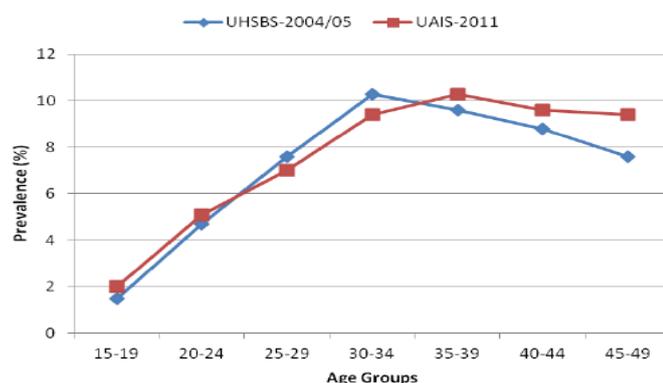
¹⁸UNDP, (2013), *Millennium Development Goals in Uganda*

¹⁹UNDP, (2013), *Millennium Development Goals in Uganda*

²⁰Uganda Aids Commission (2012), *Global AIDS Response Progress Report*

²¹Uganda Aids Commission (2012), *Global AIDS Response Progress Report*

Figure 2. HIV Prevalence in Uganda by age groups, 2004/5-2011



Note: Uganda HIV/AIDS Sero-Behavioral Survey (UHSBS), Uganda AIDS Indicator Survey (UAIS)
Source: Uganda Aids Commission (2012), Global AIDS Response Progress Report

16. **Uganda has made much progress towards many of the Millennium Development Goals (MDGs).** Progress has been most impressive in reducing the proportion of the population that lives below the national poverty line and suffers from hunger. Moreover the target of gender parity in primary education has been achieved and the country is also on track to meet targets for access to safe water. In other areas progress has been slow, towards targets such as child mortality, maternal mortality, access to reproductive health and the incidence of malaria and other diseases. In a few cases, as for the target on reversing the spread of HIV/AIDS, there has been a reverse trend over the past years.²² (Table 1).

Table 1. Summary table of MDG indicators for Uganda

MDG	Indicator	Baseline	Current status	2015 target
1: Eradicate extreme poverty and hunger	1.1 Proportion of population below national poverty line	56% (1992/3)	31% (2005/6)	25%
	1.2 Poverty gap	21 (1992/3)	9 (2005/6)	No target
	1.8 Prevalence of underweight children under-five years of age (percentage below -2 standard deviations of weight for age)	26% (1995)	16% (2005/6)	10%
2: Achieve universal primary education	2.1 Net enrolment ratio in primary education	(all 2000) 86%	(all 2009) 93%	100%
	Boys	89%	96%	100%
	Girls	82%	90%	100%
	2.2 Primary completion rate	63% (2001)	53% (all 2009)	100%
	2.3 Literacy rate of 15-24 year-olds	(all 2002/3) 81%	(all 2008) 88%	No target

²²Ministry of Finance, Planning and Economic Development (2010), Millennium Development Goals Report for Uganda 2010-
Special theme: Accelerating progress towards improving maternal health

Table 1. *Cont'd*

MDG	Indicator	Baseline	Current status	2015 target
3: Promote gender equality and empower women	3.1 Ratios of girls to boys in primary/secondary/tertiary education	(all 2000) 0.93/0.79/0.58	(all 2009) 1.00/0.84/0.79	1.00/1.00/1.00
	3.3 Proportion of seats held by women in national parliament	18% (2000)	30% (2006)	No target
4: Reduce child mortality	4.1 Under-five mortality rate (per 1000 live births)	156 (1995)	137 (2005/6)	56
	4.2 Infant mortality rate (per 1000 live births)	81 (1995)	76 (2005/6)	31
	4.3 Proportion of 1-year-old children immunised against measles	82%	81% (2009)	No target
5: Improve maternal health	5.1 Maternal mortality ratio (per 100000 births)	506 (1995)	435 (2005/6)	131
	5.2 Proportion of births attended by skilled health personnel	38% (1995)	42% (2005/6)	100%
	5.6 Unmet need for family planning	29%	41%	No target
6: Combat HIV/AIDS, malaria and other diseases	6.2 Condom use at last high-risk sex, female/male	39%/61% (2000/1)	35%/57% (2005/6)	70%/73% (2012)
	6.5 Proportion of population with advanced HIV infection with access to antiretroviral drugs	44% (2008)	54% (2009)	80% (2012)
	6.6 Proportion of children under 5 sleeping under insecticide-treated bed nets	8% (2003)	50% (2010)	No target
	6.8 Prevalence rates associated with tuberculosis	652 (2003)	350 (2008)	103
7: Ensure environmental sustainability	7.8 Proportion of population using an improved drinking water source, urban/rural	87%/51% (1999/2000)	87%/64% (2005/6)	100%/70% (2014/15)
	7.9 Proportion of population using an improved sanitation facility, urban/rural	n/a	74%/62% (2007/8)	100%/70% (2014/15)
8: Develop a global partnership for development	8.4 ODA to GDP ratio	8.6% (2005/6)	5.2% (2009/10)	3.7% (2014/15)
	8.12 Stock-outs of tracer drugs	67% (2002/3)	65% (2006/7)	20% (2009/10)
	8.14 Cellular subscribers per 100 population	4.5 (2004)	28.9 (2008)	No target

Source: Ministry of Finance, Planning and Economic Development (2010), Millennium Development Goals Report for Uganda 2010 Special theme: Accelerating progress towards improving maternal health

Chapter 3.

CHILDREN'S INVOLVEMENT IN WORK AND SCHOOLING

17. This chapter looks at the time use patterns of children in Uganda, focusing in particular on the extent of children's involvement in work and schooling. The analysis is based on data from the 2011/2012 Uganda Labour Force and Child Activities Survey (NLF&CAS), a nationally representative household-based survey designed to study the country's labour market across all age groups to provide information on children's activities. The survey collected detailed information on the time uses of children, including their involvement in employment, household chores and schooling, their working hours, workplace hazards and work-related ill health.

18. The chapter focuses primarily on children aged from six years, rather than from five years, as six years is the age at which compulsory schooling begins in Uganda.²³ The lower bound of six years therefore permits assessing the interplay between employment and schooling.

3.1 Extent of children's employment

- Almost one-third of all children aged 6-13 years are in employment
- Aggregate estimates of children's involvement in employment mask significant variation by age, sex, place of residence and migration status, with important implications for policy and targeting.

19. **Children's involvement in employment²⁴ remains common in Uganda²⁵.** Thirty-one percent of children aged 6-13 years, about 2.4 million children in absolute terms, are in employment. The share of older, 14-17 year-old,

²³ Statistics on children's involvement in employment from the age of five years are provided in Table A1 in the Statistical Appendix.

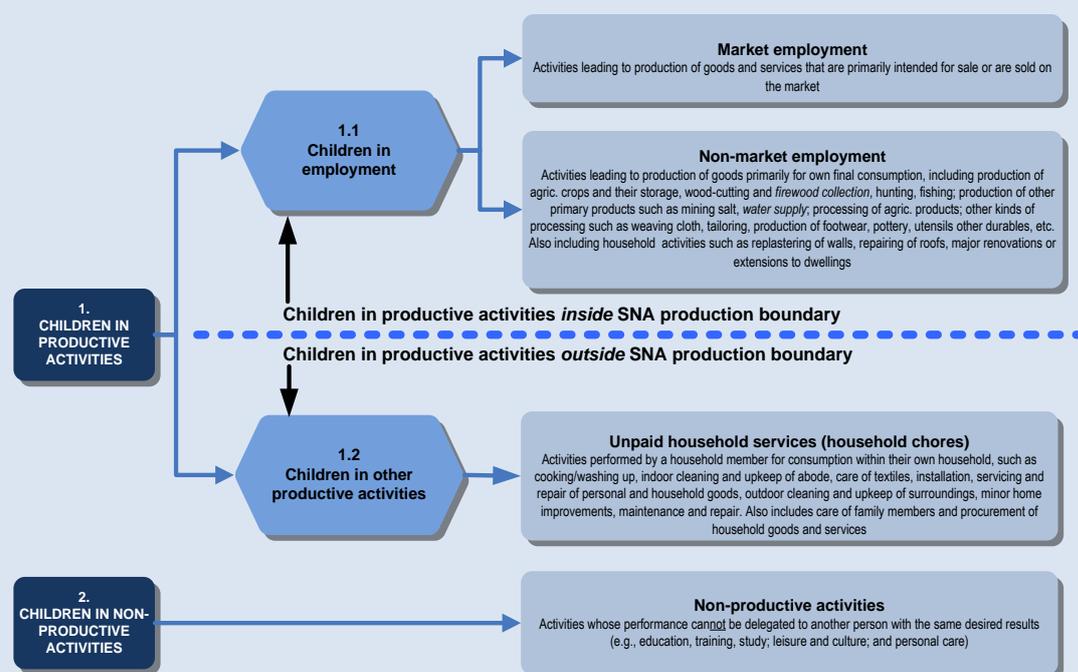
²⁴ *Children in employment* is a broad concept covering all market production and certain types of non-market production (principally the production of goods for own use) (see also Panel 2). It includes forms of work in both the formal and informal sectors, as well as forms of work both inside and outside family settings. For reasons of comparability across countries, the employment definition used in this Report does not include the collection of firewood and water fetching.

²⁵ Involvement in child labour is discussed in further detail in section 3.10 of this report.

children in employment is much higher at 57 percent. These aggregate estimates of children’s employment mask important differences by age, sex, residence, migration status and other background factors, as discussed further below.

Panel 2. Children's work and child labour: A note on terminology

In accordance with the standards for national child labour statistics set at the 18th International Conference of Labour Statisticians (Res. II), this study distinguishes between two broad categories of child workers – children in employment and children in other productive activities. The definition of **children in employment** in turn derives from the System of National Accounts (SNA) (Rev. 1993), the conceptual framework that sets the international statistical standards for the measurement of the market economy. It covers children in all market production and in certain types of non-market production, including production of goods for own use. **Children in other productive activities** are defined as children in productive activities falling outside the SNA production boundary. They consist mainly of work activities performed by household members in service to the household and its members, i.e., household chores.



The term “child labour” is used to refer to the subset of children’s work that is injurious, negative or undesirable to children and that should be targeted for elimination. It can encompass both children in employment and children in other productive activities. Three main international conventions – the UN Convention on the Rights of the Child (CRC), ILO Convention No. 182 (Worst Forms) and ILO Convention No. 138 (Minimum Age) – provide the main legal standards for child labour and a framework for efforts against it.

Child labour in the context of Uganda is defined primarily by the Employment Act 2006, No. 6 and the Occupational Safety and Health Act No. 9, 2006. The specific statistical definitions employed to measure child labour in the context of Uganda are discussed in section 3.10 of this report. For reasons of comparability across countries, the employment definition used in this report does not include the collection of firewood and water fetching.

20. One way of viewing the interplay between children’s employment and schooling is by disaggregating the child population into four non-overlapping activity groups – children in employment exclusively, children attending

school exclusively, children combining both activities and children doing neither. This disaggregation shows that about 62 percent of all children aged 6-13 years attend school exclusively while 29 percent of all 6-13 year-olds work while also attending school (Table 2 and Table 3). Only about two percent of children are in employment exclusively, i.e., are working without also going to school, while the remaining seven percent of 6-13 year-olds are not involved in employment or in schooling.

Table 2. Child activity status, 6-13 years age group, by sex

Activity status	Male		Female		Total	
	No.	%	No.	%	No.	%
Only employment	82,963	2.1	60,230	1.5	143,193	1.8
Only schooling	2,384,246	61.6	2,489,277	63.2	4,873,523	62.4
Employment and schooling	1,127,094	29.1	1,154,018	29.3	2,281,113	29.2
Neither activity	278,302	7.2	234,905	6.0	513,207	6.6
Total in employment^(a)	1,215,279	31.0	1,225,391	30.8	2,440,670	30.9
Total in school^(b)	3,534,508	90.7	3,656,014	92.5	7,190,522	91.6
Total out-of-school children^(c)	362,059	9.3	297,400	7.5	659,459	8.4

Notes : (a) Refers to all children in employment, regardless of school status; (b) refers to all children attending school, regardless of employment status; and (c) refers to all children out of school, regardless of employment status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table 3. Child activity status, 6-13 years age group, by residence

Activity status	Urban		Rural		Total	
	No.	%	No.	%	No.	%
Only employment	9,861	1.0	133,332	2.0	143,193	1.8
Only schooling	852,836	85.4	4,020,687	59.0	4,873,523	62.4
Employment and schooling	95,822	9.6	2,185,291	32.1	2,281,113	29.2
Neither activity	40,083	4.0	473,124	6.9	513,207	6.6
Total in employment^(a)	106,027	10.5	2,334,643	33.9	2,440,670	30.9
Total in school^(b)	956,211	95.0	6,234,311	91.1	7,190,522	91.6
Total out-of-school children^(c)	50,665	5.0	608,793	8.9	659,459	8.4

Notes : (a) Refers to all children in employment, regardless of school status; (b) refers to all children attending school, regardless of employment status; and (c) refers to all children out of school, regardless of employment status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

21. Activity patterns differ somewhat for children in the 14-17 years age group. A smaller share of this group is in school exclusively (40 percent) and a greater share is in employment exclusively (14 percent) (Table 4 and Table 5). This is not surprising, as compulsory school ends at age 12 years, so by the age of 14 many children may have already transitioned to work. By the age of 17 years, 24 percent of children are in employment exclusively, 37 percent are still in school exclusively and 34 percent are combining employment and schooling. School to work transitions, and youth employment outcomes more generally, are taken up in Chapter 4 of this report.

Table 4. Child activity status, 14-17 years age group, by sex

Activity status	Male		Female		Total	
	No.	%	No.	%	No.	%
Only employment	246,693	14.4	215,062	12.9	461,755	13.7
Only schooling	658,377	38.3	679,323	40.9	1,337,700	39.6
Employment and schooling	756,653	44.0	697,837	42.0	1,454,490	43.0
Neither activity	57,576	3.4	70,940	4.3	128,516	3.8
Total in employment^(a)	1,009,937	58.5	918,457	54.9	1,928,395	56.7
Total in school^(b)	1,423,530	82.4	1,378,977	82.8	2,802,507	82.6
Total out-of-school children^(c)	304,269	17.6	286,002	17.2	590,271	17.4

Notes : (a) Refers to all children in employment, regardless of school status; (b) refers to all children attending school, regardless of employment status; and (c) refers to all children out of school, regardless of employment status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table 5. Child activity status, 14-17 years age group, by residence

Activity status	Urban		Rural		Total	
	No.	%	No.	%	No.	%
Only employment	61,050	12.3	400,706	13.9	461,756	13.7
Only schooling	312,172	62.9	1,025,529	35.5	1,337,701	39.6
Employment and schooling	88,171	17.8	1,366,319	47.3	1,454,490	43.0
Neither activity	34,859	7.0	93,657	3.2	128,516	3.8
Total in employment^(a)	149,221	30.0	1,779,174	61.3	1,928,395	56.7
Total in school^(b)	405,716	80.9	2,396,792	82.9	2,802,508	82.6
Total out-of-school children^(c)	95,908	19.1	494,362	17.1	590,270	17.4

Notes: (a) Refers to all children in employment, regardless of school status; (b) refers to all children attending school, regardless of employment status; and (c) refers to all children out of school, regardless of employment status.

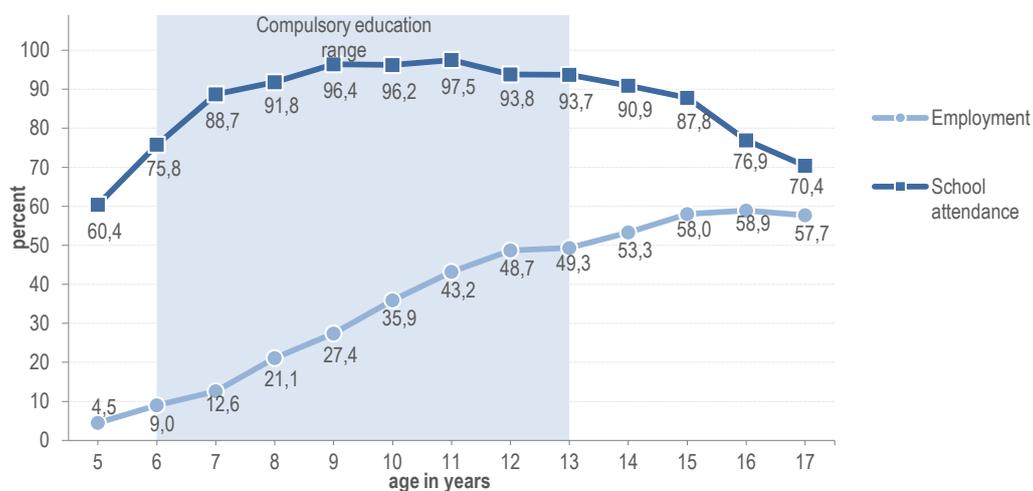
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

22. **Children's involvement in work rises with age**, especially from seven years of age onwards, reaching more than 49 percent at age 13 years (Figure 3). This pattern is undoubtedly in large part the product of the fact that children's productivity (and therefore the opportunity cost of keeping them in school) rises as they grow older. Numbers of very young children in work are nonetheless far from negligible. Already at age six years, almost one in ten children is involved in employment. Involvement in schooling peaks in the age range of 9-11 years at almost 97 percent and decreases thereafter as children drop out to work in employment and/or to undertake a greater share of household chores. The move out of schooling, therefore, begins prior to the end of compulsory schooling, as illustrated in Figure 3 below.²⁶

²⁶It is important to highlight that Uganda has free and compulsory primary education up to and including age 12 years, but the general minimum age for work is 14 years, which creates a gap between the minimum age for work and the ending age for compulsory education. Children aged 13 years are not required to be attending school but are not legally permitted to be engaged in work other than "light" work.

Figure 3. Children's involvement in employment rises with age

Percentage of children in employment and in education, by age



Notes: (a) Compulsory schooling consists of a seven-year primary cycle

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

23. Children's involvement in employment does not differ appreciably by sex i.

Girls aged 6-13 years are as likely to work as boys in the same age range (31 percent) (Table 2). School attendance also differs little by gender; the school attendance rate of girls is higher than that of boys by less than two percentage points. But in interpreting these figures it is worth recalling that household chores, such as child care performed within one's own home, a form of work in which girls typically predominate, are not considered in the estimates. It is also worth underscoring that girls are often disproportionately represented in less visible and therefore underreported forms of child labour such as domestic service in third party households. Employment estimates, therefore, may understate girls' involvement in employment relative to that of boys.

24. Children's employment in Uganda is prevalently a rural phenomenon.

Children in rural areas are three times more likely to be in employment than their peers in cities and towns (34 percent against 11 percent) (Table 3). The rural nature of children's employment is even more evident in absolute terms: rural children in employment number 2.3 million while their counterparts in cities and towns number only 106 thousand. Explanations of the marked rural-urban difference in children's employment are the large participation of children in subsistence agriculture and the fact that over 80 percent of Uganda's total population resides in rural areas. Rural children are also disadvantaged in terms of their ability to attend school. Overall, the school attendance rate of rural children is about four percentage points less than that of urban children for the 6-13 years age group (Table 3).

Panel 3. **Orphanhood and children’s activities**

Orphanhood is very common in Uganda, a result in part of the HIV/AIDS crisis.²⁷ Estimates from *NLF&CAS* 2011/2012 indicate that about 1,240,700 Ugandan children aged 6- 13 years are maternal,²⁸ paternal²⁹ or double orphans,³⁰ accounting for about 16 percent of this age group (Panel Table A). An additional large number of the children, 836,600, or 11 percent of the 6-13 years age group, are in a fostering arrangement. Fostering arrangements refer to situations in which both parents are alive but the child is being fostered in another household, usually headed by a grandparent or by another relative.

Panel Table A. **Orphan status, children aged 6-13, by sex**

Orphan status	Male		Female		Total	
	No.	%	No.	%	No.	%
Maternal orphan	110,187	2.8	106,333	2.7	216,520	2.8
Paternal orphan	345,697	8.9	422,538	10.7	768,235	9.8
Double orphan	129,710	3.3	126,178	3.2	255,888	3.3
Non orphan	3,306,351	85.0	3,300,701	83.4	6,607,052	84.2
Fostered	399,102	10.2	437,520	11.1	836,622	10.6

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

The descriptive evidence indicates that there is a higher share of orphan children in employment. However, regression results do *not* suggest that orphaned children are at greater risk of employment and denied schooling when other child-, household- and community-related background variables are controlled for (Table 10). This suggests that the conditions in which orphaned children find themselves (e.g., household poverty), rather than orphanhood *per se*, explain the difference in the employment and school attendance between orphans and non-orphans.

25. **Children’s involvement in employment varies considerably by region of residence** (Figure 4). In Kampala, only three percent of children are in employment against 30 percent in Eastern region, 31 percent in Western region and 45 percent of children in the Central region. Variations by region in terms of school attendance are also large; school attendance ranges from 84 percent in the Northern Region to 96 percent in the Central Region.

²⁷ There were 1,100,000 children under the age of 18 who had lost one or both parents due to AIDS in the 2011 reference year. Source: *UNAIDS*.

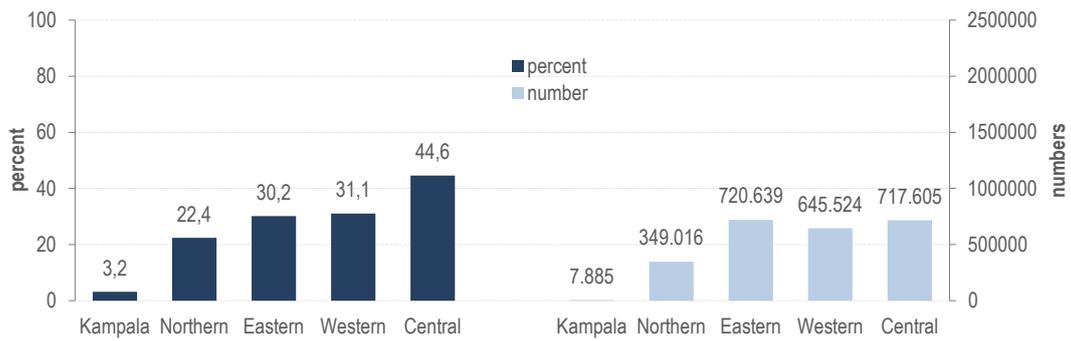
²⁸ Mother deceased.

²⁹ Father deceased.

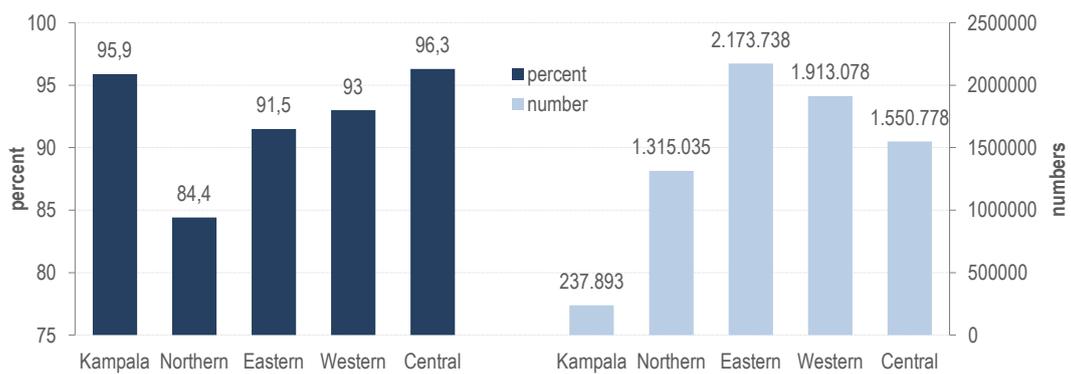
³⁰ Both parents deceased.

Figure 4. Children's involvement in employment varies by region of residence

(a) Percentage and numbers of children in employment, 6-13 years age group, by region



(b) Percentage and number of children attending school, 6-13 years age group, by region

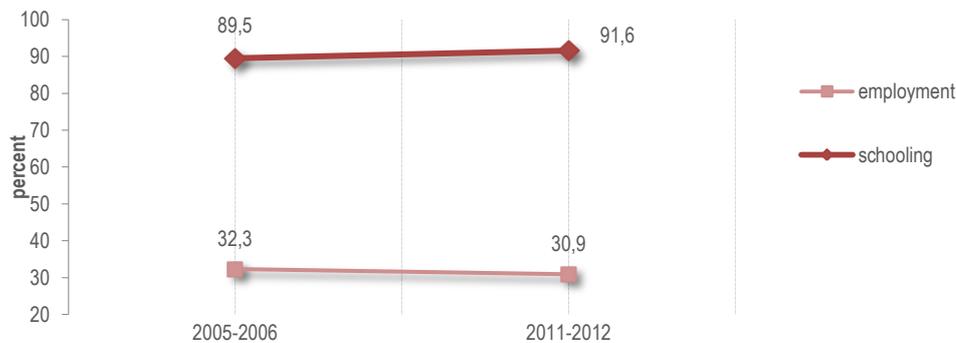


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

26. **Uganda has seen only small progress against children's employment in recent years.** A comparison of the results of the Uganda National Household Survey (UNHS) 2005/2006 and the Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012 indicates a decrease in children's employment by 1.4 percentage points (Figure 5). The reduction in children's employment has been accompanied by an almost equivalent increase in the school attendance rate.

Figure 5. Uganda saw limited progress in reducing children's employment and raising school attendance during 2005-2012

Percentage of children in employment and attending school, 6-13 years age group, 2005-2012



Source: UCW calculations based on Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS)

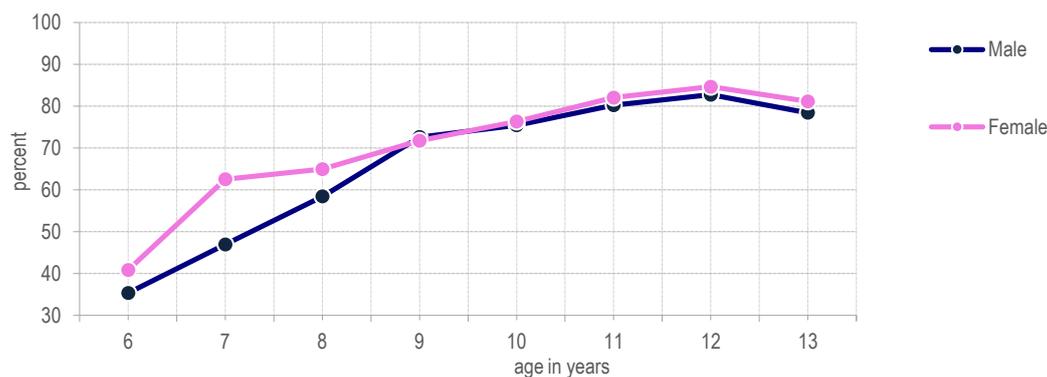
3.2 Children's household chores

- Around seven of ten children aged 6-13 years perform household chores as part of their daily lives, adding to their total work burden.
- Twenty-five percent of children face the triple burden of employment, household chores and schooling, with obvious consequences on their time for study, rest and leisure.

27. A large proportion of Ugandan children also work in unpaid household services (i.e., household chores). Around seven of ten children aged 6-13 years perform household chores as part of their daily lives. This category of production falls outside the international System of National Accounts (SNA) production boundary and is typically excluded from published estimates of child labour (see Panel 2 on terminology). A higher share of girls than boys perform chores, although the difference by sex in involvement in chores is not large up to the age of 13 (Figure 6). Performing household chores is more common among rural children than among children living in towns or cities (not shown). This result is likely attributable in part to the better coverage and closer proximity of basic services in urban areas.

Figure 6. A large proportion of both girls and boys perform household chores

Percentage of children performing household chores, by sex and age

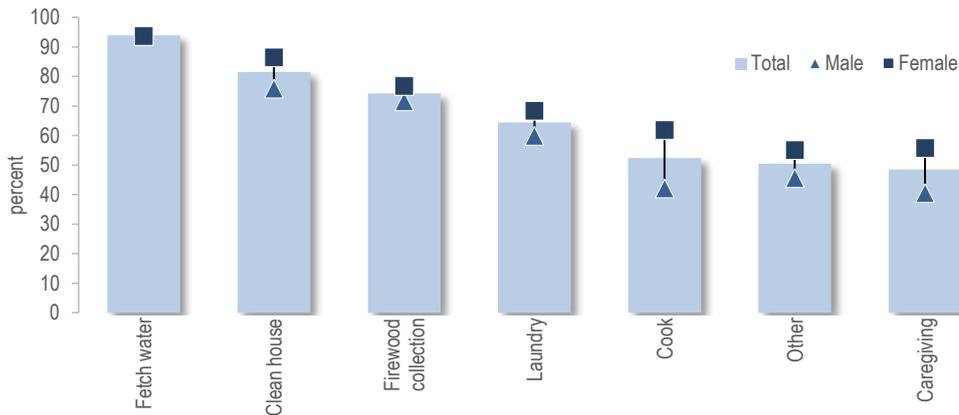


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

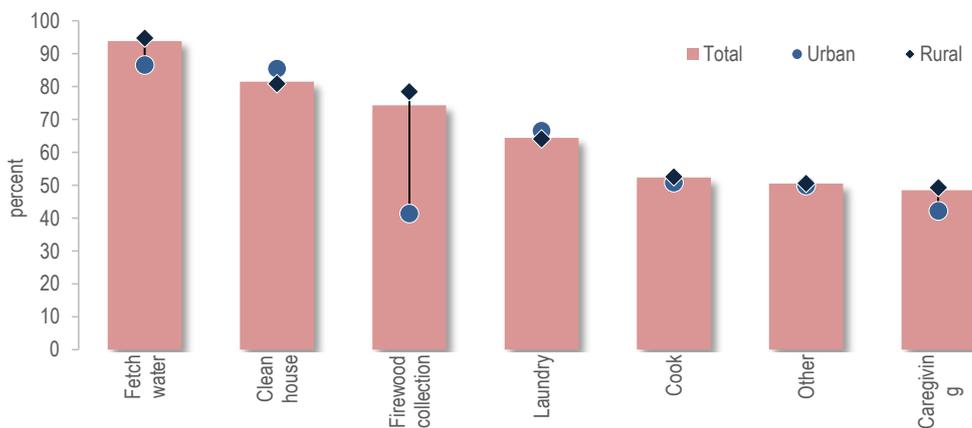
28. Fetching water, cleaning and collecting firewood are the most common forms of chores performed by children (Figure 7). Gender-based differences are clearer for specific types of chores – girls are much more likely than boys to be assigned responsibility for chores such as cleaning, cooking and care-giving. A very large share of children in rural areas is given the task of collecting firewood. It is worth noting that the chores listed in Figure 7 are not mutually exclusive – indeed, most children performing chores are responsible for more than one type of chore within the household.

Figure 7. Fetching water, cleaning and collecting firewood are the most common forms of chores performed by children

(a) Types of household chores performed by children, 6-13 years age group, by sex



(b) Types of household chores performed by children, 6-13 years age group, by residence



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Panel 4. Household chores and the measurement of child labour

Children's involvement in household chores is also important to the discussion of children's work. While boys tend to outnumber girls in employment, this pattern is reversed when looking at household chores. The gender implications of these differing patterns for child labour measurement are clear – excluding household chores from consideration as child labour understates girls' involvement in child labour relative to boys.

But how should child labour in household chores be measured? There are unfortunately no clear measurement criteria yet established. The resolution on child labour measurement emerging from the 18th ICLS recommends considering hazardous household chores as child labour for measurement purposes, and, in line with ILO Recommendation No. 190, cites household chores "performed (a) for long hours, (b) in an unhealthy environment, involving unsafe equipment or heavy loads, (c) in dangerous locations, and so on" as general criteria for hazardousness.

But the resolution contains no specific guidance in terms of what, for example, should constitute "long hours" or "dangerous locations" for measurement purposes, and states that this is an area requiring further conceptual and methodological development.

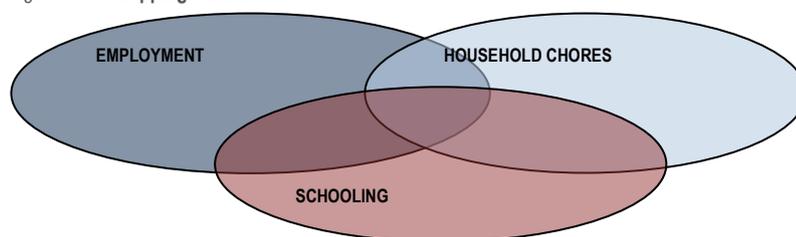
Some published statistics on child labour apply a time threshold of 28 hours, beyond which household chores are classified as child labour. But this threshold, while useful in advocating for the inclusion of household chores within statistical definitions of child labour, is based only on preliminary evidence of the interaction between household chores and school attendance, and does not constitute an agreed measurement standard.

At the same time, considering all children spending at least some time performing household chores as child labourers would clearly be too inclusive, as helping out at home for limited amounts of time is considered a normal and beneficial part of the childhood experience in most societies.

Source: UCW, 2010. *Joining forces against child labour: Inter-agency report for The Hague Global Child Labour Conference of 2010. Understanding Children's Work (UCW) Programme – Geneva: ILO, 2010.*

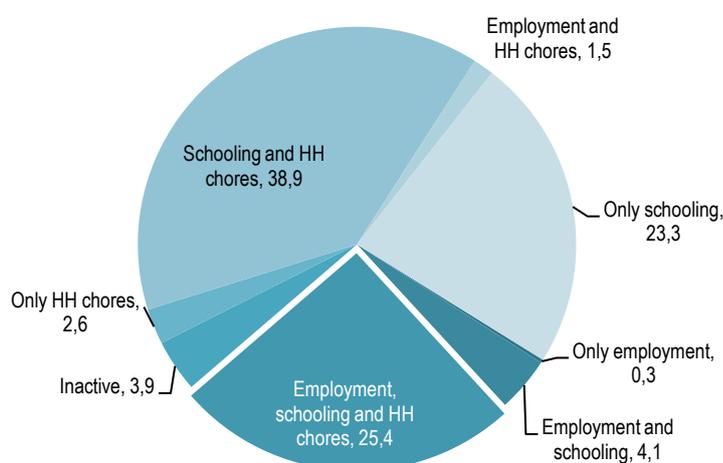
29. Considering household chores adds another layer of complexity to the discussion of children’s time use. Children may perform chores in combination with school, employment or in combination with both school and employment (Figure 8). This more complex – but also more comprehensive – picture of children’s activities is depicted in Figure 9.

Figure 8. Overlapping child activities



30. Twenty-five percent of children face this triple burden of employment, household chores and schooling, with obvious consequences on their time for study, rest and leisure. An additional 39 percent of children perform household chores while also attending school. Only 23 percent of children, by contrast, are able to attend school unburdened by any work and household chores responsibilities. About four percent of Ugandan children are completely inactive, i.e., not attending school or performing any form of productive activity.³¹

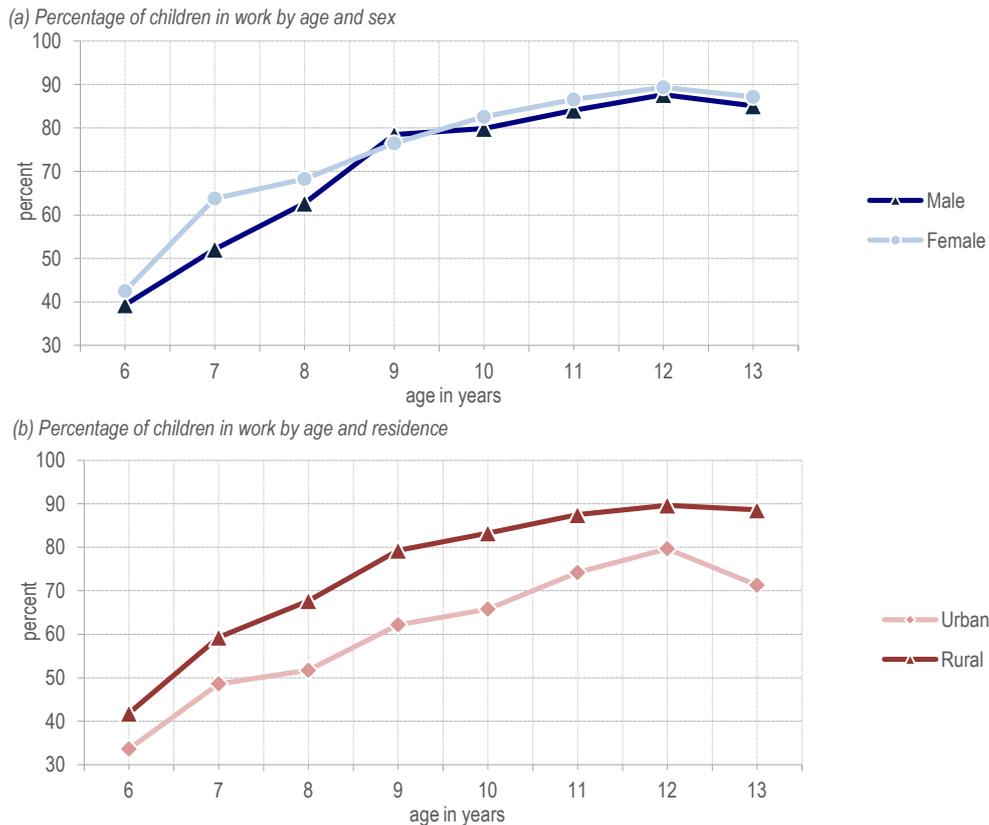
Figure 9. One-quarter of children face the triple burden of employment, household (HH) chores and schooling
Child activity status distribution when household chores are also taken into consideration, 6-13 years age group



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

³¹It is likely that at least some in this putatively inactive group is in reality performing worst forms of work other than hazardous, which are not captured by the household survey.

Figure 10. Children's involvement in work is much higher when household chores are also considered



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

31. Involvement in work rises to 73 percent among Ugandan 6-13 year-olds, over 5.6 million in absolute terms, using a combined measure of work.³² This measure simply combines involvement in economic and non-economic activity as defined in the 2011/2012 Uganda Labour Force and Child Activities Survey questionnaire, i.e., children spending at least one hour in employment during the week prior to the survey and/or some time on household chores in the week prior to the survey. Girls' work involvement using this combined measure exceeds that of boys at almost every age (Figure 10). Differences are also large by residence; indeed in rural areas children are consistently more likely to be involved in some combination of employment and household chores.

³²Developing such a combined measure, however, is not straightforward, as it requires decisions concerning how a unit of time in chores should be weighted vis-à-vis a unit of time in employment. This remains an area of some debate, as underlying it is the question of whether housework has similar implications on child welfare as work in employment.

3.3 Nature of children’s work

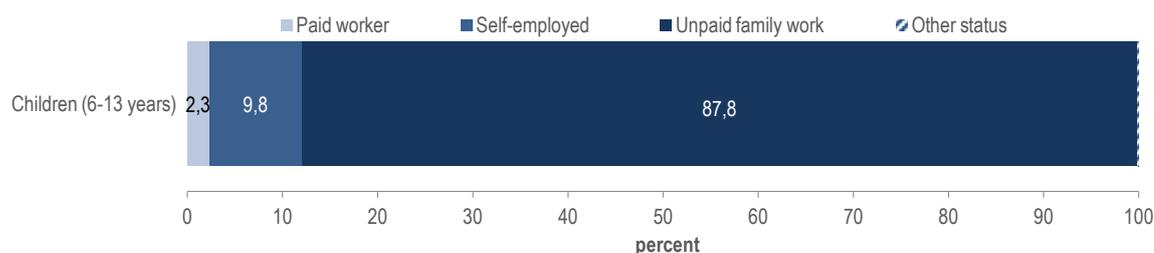
- Working children are concentrated primarily in unremunerated family work in the agriculture sector.

32. Information on the various characteristics of children’s work is necessary for understanding the nature of children’s work and children’s role in the labour force. This section presents data on broad work characteristics that are useful in this context³³.

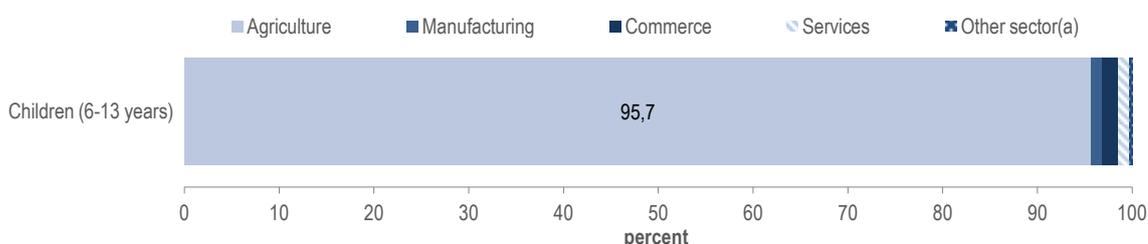
33. **The agriculture sector accounts for almost all of children’s employment.** Figure 11, which reports the composition of children’s employment by sector and status, indicates that 96 percent of employed children aged 6-13 years work in agriculture. The small remaining fraction of children in employment (four percent) is distributed across commerce, manufacturing and services. Those in services include children working as domestic servants, a group particularly vulnerable to exploitation and abuse (see Panel 5). The overwhelming majority of children in employment (88 percent) work for their families as unpaid labourers. Almost ten percent of the remaining children are in self-employment and two percent are in paid work.

Figure 11. The largest shares of working children are in the agriculture sector and in unpaid family work

(a) Status in employment (% distribution)



(b) Sector of employment (% distribution)



Notes: (a) The category “Other” includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies. Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

³³ The breakdown by industry is based on the International Standard Industrial Classification of All Economic Activities (ISIC Rev. 4)

Panel 5. Child domestic servants are especially vulnerable to exploitation and abuse

Children working as domestic servants are especially vulnerable to exploitation and abuse in Uganda. These children commonly lack clear terms of service, work long hours with little or no remuneration, lack opportunities for education, are given insufficient food, and risk sexual exploitation and physical abuse from their employers.

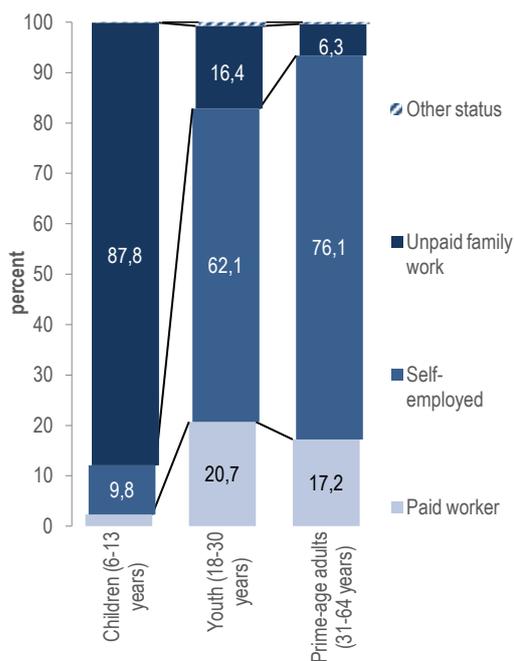
In 2011/2012, according to the Uganda Labour Force and Child Activities (NLF&CAS) survey, 1.6 percent of children aged 5-17 years in employment were domestic workers, 67,900 in absolute terms. The share of domestic workers among employed girls stood at 2.1 percent while that of boys at 1.0 percent. Girl domestic workers logged an average of 80 hours per week in domestic service, while boys an average of 39 hours. Only eight percent of girl domestic workers were attending school in combination with work.

It is important to highlight that these estimates represent an underestimation of the phenomenon. The effective measurement of child domestic workers is complicated by the fact that they work in private homes, hidden from public scrutiny and under a variety of formal and informal work arrangements. Confusion can also occur in drawing the line between involvement in household chores in a child's own home and situations of child domestic work, as many child domestic workers are not remunerated directly but instead provided with lodging, food, clothing, and sometimes schooling in exchange of many hours a day in housework.

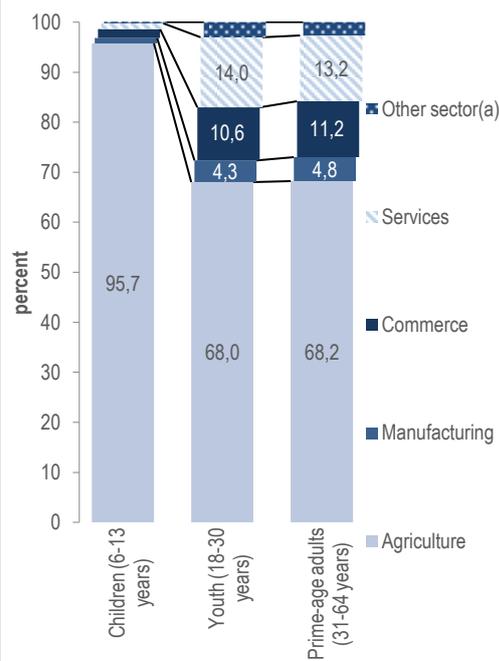
34. The composition of children's employment differs substantially from that of youth (i.e., 18-30 year-olds) and prime-age adults (i.e., 31-64 year-olds). As also reported in Figure 12, child workers are much more concentrated in unpaid family work and in agriculture relative to older segments of the labour force.

Figure 12. The composition of children's employment differs substantially from that of youth and prime-age adults

(a) Status in employment (% distribution), by age range



(b) Sector of employment (% distribution), by age range



Notes: (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies. Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

35. **The nature of children’s employment differs between rural and urban areas.** Agriculture predominates both in rural and urban areas (Table 6); 96 percent of rural children and 79 percent of urban ones work in agriculture. The large share of urban children in agriculture is a reflection of the continued importance of the agriculture in the urban informal economy in Uganda.³⁴ Services and commerce play a relatively more important role in urban areas, accounting for 10 and eight percent, respectively, of urban children in employment, but for only a negligible share of rural children in employment. In terms of status in employment, urban children are more likely than their rural peers to be in paid employment, although unpaid family work predominates for urban and rural children alike. There are also differences in terms of nature in employment between male and female children, but these differences are not large (Table 6).

Table 6. Sector and status of children in employment, 6-13 years age group, by residence and sex

Sector and status		Residence		Sex		Total
		Urban	Rural	Male	Female	
Sector of employment	Agriculture	78.7	96.4	94.9	96.3	95.7
	Manufacturing	2.0	1.1	1.3	0.9	1.1
	Commerce	7.6	1.5	1.9	1.7	1.8
	Services	10.0	0.8	1.5	0.8	1.2
	Other sector ^(a)	1.7	0.3	0.5	0.2	0.4
	Total	100	100	100	100	100
Status in employment	Paid worker	7.0	2.1	3.6	1.0	2.3
	Self-employed	8.8	9.9	9.2	10.4	9.8
	Unpaid family work	81.7	88.1	87.0	88.6	87.8
	Other status	2.5	0.0	0.3	0.0	0.1
	Total	100	100	100	100	100

Notes: (a) The category “Other” includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies

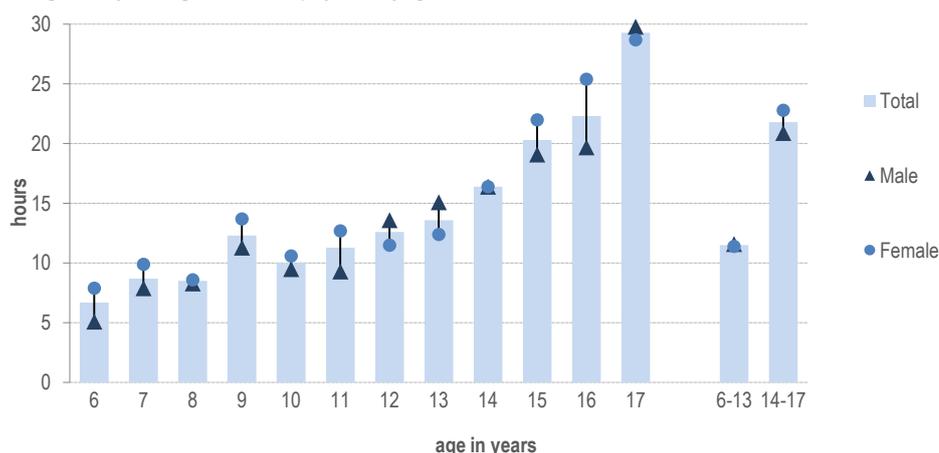
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

36. **Uganda children aged 6-13 years in employment log an average of 12 working hours per week.** The time intensity of work rises with age, from seven hours at age six years to 14 hours at age 13 years (Figure 13). Not surprisingly, working hours are strongly negatively correlated with school attendance: the small group of working children not in school puts in 18 more working hours each week than children combining work and school (28 hours versus 10 hours) (Table 7).

³⁴ Kimeze Sarah N. (2005), *Farming in the city an annotated bibliography of urban and peri-urban agriculture in Uganda*, Urban Harvest Global Coordination Office/c/o International Potato Center (CIP), Lima, Peru.

Figure 13. Children aged 6-13 years in employment log an average of 12 working hours per week

Average weekly working hours^(a) in employment, by age and sex



Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table 7. Average weekly working hours^(a) in employment, children aged 6-13 years, by sex, residence and schooling status

		Schooling status		
		Employment exclusively	Employment and schooling	Total ^(b)
Sex	Male	28.0	10.1	11.5
	Female	27.6	10.3	11.5
Residence	Urban	28.9	13.9	16.3
	Rural	27.7	10.1	11.3
Total		27.8	10.2	11.5

Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture. (b) Refers to all those in employment, regardless of schooling status.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

37. Differences in working hours across sectors of work are considerable (Table 8). The average working week is longest in the commerce sector (22 hours), followed by services (21 hours), manufacturing (20 hours) and agriculture (11 hours). The time intensity of children's employment also appears to be influenced by status in employment. Children in paid work, for example, log an average of 21 hours per week (about 11 hours more than their peers in unpaid family work). There are not big differences by sex and residence in the hours devoted to work across employment sectors and statuses, with the exception of paid workers in urban areas, who work an average of 15 hours more than those in rural areas.

Table 8. Average weekly working hours^(a) in employment, 6-13 years age group, by sector, status, sex and residence

Category		Total	Sex		Residence	
			Male	Female	Urban	Rural
Sector	Agriculture ^(a)	10.6	10.6	10.5	8.4	10.6
	Manufacturing	19.8	17.2	23.5	15.5	20.1
	Commerce	21.8	19.1	24.9	36.5	18.4
	Services	21.1	20.1	22.8	25.3	18.6
	Other sector ^(b)	27.5	27.8	26.6	14.9	30.1

Table 8. Cont'd

Category		Total	Sex		Residence	
			Male	Female	Urban	Rural
Status	Paid worker	21.1	20.9	21.6	33.7	19.1
	Self-employed	14.5	13.6	15.3	11.8	14.6
	Unpaid family work	10.2	10.0	10.4	10.6	10.2

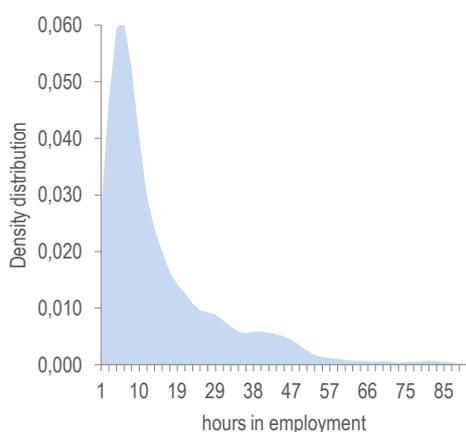
Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture. (b) The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

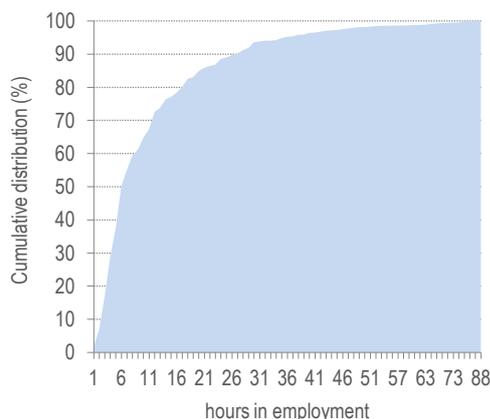
38. A significant number of Uganda children put in extremely long working hours. This point is illustrated by Figure 14 which reports the density distribution and the cumulative distribution of working children by working hours. The density distribution of children in employment indicates that while working children are clustered in the range of hours per week below 14 hours, there is a non-negligible number of working children in the "tail" of the distribution performing long working hours. Similarly, the cumulative distribution of children by working hours shows that eight percent children in employment log at least 30 hours per week and that four percent, some 51,200 in absolute terms, put in more than 40 hours per week. These are among the worst off working children, as their work responsibilities preclude their rights to schooling, study, leisure and adequate rest and their prolonged exposure to workplace risks increases their susceptibility to work-related sickness and injury.

Figure 14. There is a non-negligible number of children putting in extremely long hours

(a) Children's working hours in employment^(a), 6-13 years age group (density distribution)



(b) Children's working hours in employment^(a), 6-13 years age group (cumulative distribution)



Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture.

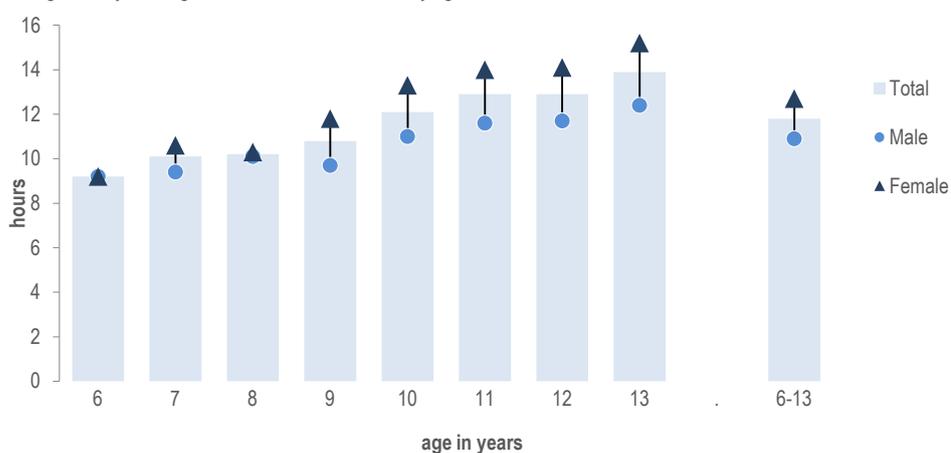
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

39. Many children also spend a significant amount of time each week performing household chores, adding to the overall time burden posed by work. Children aged 6-13 years performing household chores do so for

almost 12 hours a week on average (Figure 15). Girls spend on average almost two hours more per week on domestic duties than boys. Household chores are somewhat less burdensome for young children than for their older counterparts. Children aged six years log an average of nine hours of chores each week, while children aged fourteen years spend an average of 14 hours each week performing chores.

Figure 15. Many children also spend a significant amount of time each week performing household chores

Average weekly working hours in household chores, by age and sex



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

3.4 Exposure to hazardous workplace conditions

- Three-quarters of all children in employment are exposed to dangerous conditions in their workplaces.

40. Hazardous conditions are alarmingly common in the workplaces where children are found and affect both younger (6-13 years) and older (14-17 years) children. In all, 75 percent of 6-13 year-olds in employment, 981,000 children in absolute terms, were exposed to at least one of the hazardous conditions listed in Figure 16. Poor environmental conditions (i.e., exposure to dust and smoke), insect or snake bites, dangerous tools were the most common workplace dangers cited by children.

Figure 16. Hazardous conditions are alarmingly common in children's workplaces

(a) Number of children exposed to specific dangerous conditions, (a) 6-13 years age group

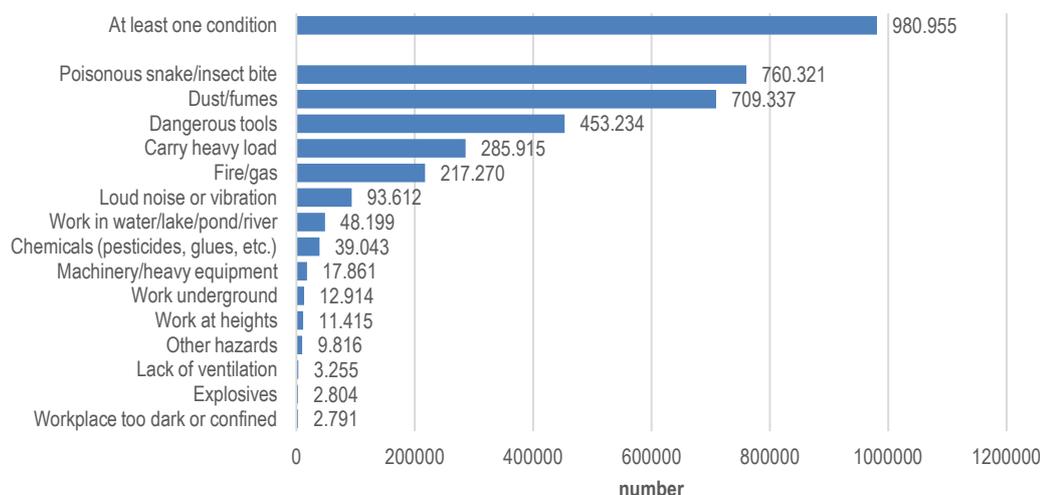
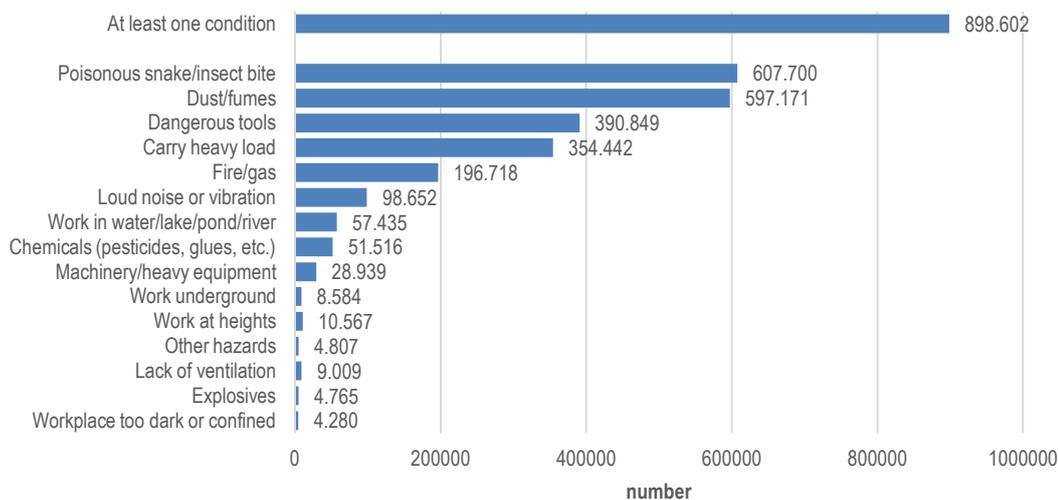


Figure 16. Cont'd

(b) Number of children exposed to specific dangerous conditions, (a) 14-17 years age group

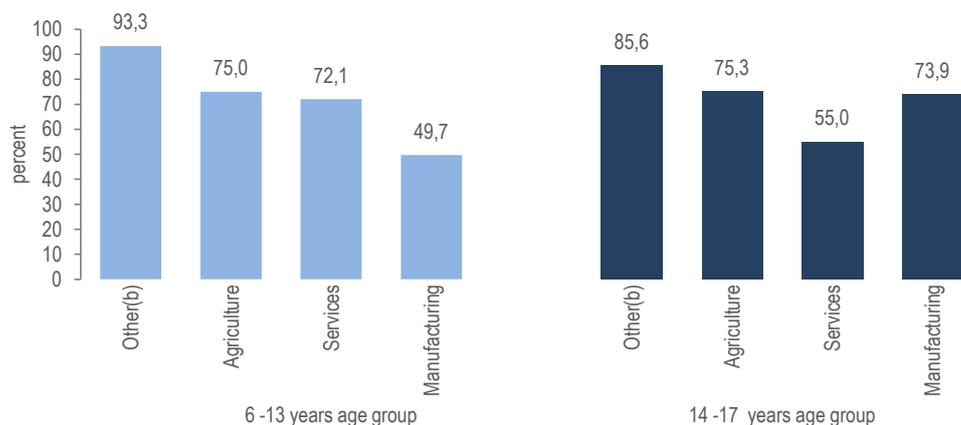


Notes: (a) Information on dangerous conditions does not cover employment in subsistence agriculture.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

41. Exposure to hazardous conditions appears to depend considerably on the sector in which children are working. For children aged 6-13 in employment, exposure is highest among those in the “other” sector (which includes children in construction, mining and quarrying) and for those in agriculture. (Figure 17).

Figure 17. Exposure to dangerous conditions varies somewhat by sector of employment

Percentage of children in employment exposed to dangerous conditions, by age group^(a)



Notes: (a) Information on dangerous conditions does not cover employment in subsistence agriculture. (b) The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

42. Information from other sources also highlights the dangerous conditions faced by many Ugandan working children in agriculture. They are exposed to the following hazards: noise and vibration, carrying heavy loads, exposure to dust, fumes, hazardous chemicals (pesticides), extreme temperatures, dangerous machinery, long hours of work, exposure to smoke and animal attacks. The risk and possible consequences include loss of hearing, poisoning (acute and chronic), cuts and wounds, fatigue, long term health problems, respiratory diseases, musculoskeletal injuries.³⁵

Panel 6. Children working in the fishing sectors

An assessment conducted on children working in the fishing sector contributes to shed light on the hazards to which children are exposed. These children receive little or no pay, work long hours processing and smoking fish, and risk injuries from burns and fatigue. According to an ILO study on child labour in the fisheries (2008), which collected data on 292 children aged 5-17 years, of all children taking part in the study, 94 percent were in hazardous work and 71 percent were injured or fell sick in the six months previous to the survey. Malaria affected children the most (49 percent), followed by injuries and wounds (42 percent). Majority of children (59 percent) were not attending school and only 11 percent studied beyond primary.

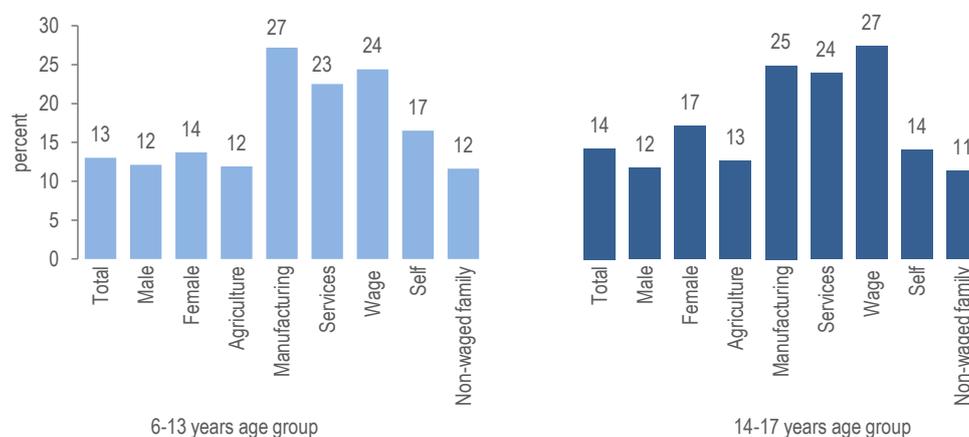
Source: E.J. Walakira & J. Byamugisha, (2008), *Child Labour in the fisheries Sector in Uganda. A rapid assessment—for the ILO & FUE*

43. A significant share of children is also exposed to violence in the workplace. 13 percent of 6-13 year-olds in employment and 14 percent 14-17 year-olds in employment report experiencing some form of verbal or physical violence in the workplace (Figure 18). Violence is more likely to occur in the

³⁵ UCW (2008), *Understanding Children's Work in Uganda*, Kampala

manufacturing and services sector and in paid work, where children usually work for someone other than their parents or close relatives. Girls are more likely to suffer violence in the workplace than boys, especially as they grow older.

Figure 18. A significant share of children are also exposed to violence in the workplace
 Percentage of children suffering violence^(a) at work^(b), by age group, sex, sector and employment status



Notes: (a) Violence includes being beaten, insulted and constantly shouted at. (b) Information on violence does not cover employed in subsistence agriculture. Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

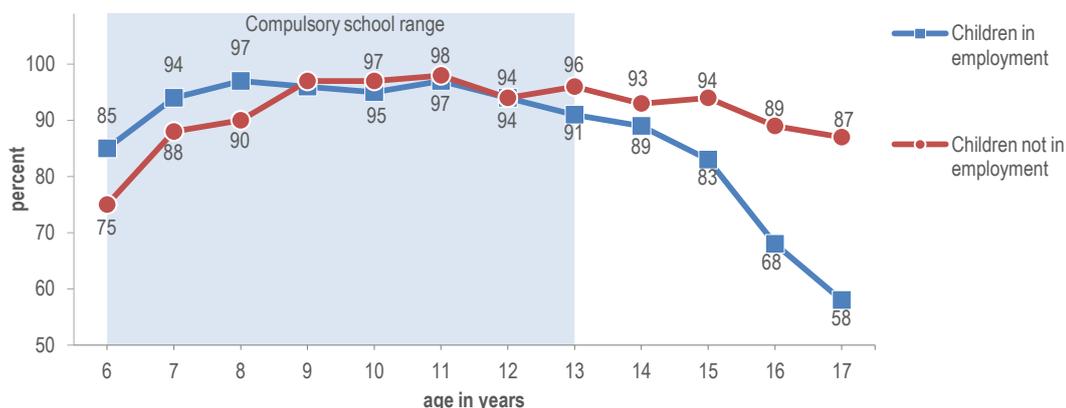
3.5 Educational impact of children’s work

- Children’s employment is associated with lower levels of school attendance and grade-for-age, but these effects are limited primarily to children in the post compulsory schooling age range.

44. The degree to which work interferes with children’s schooling is one of the most important determinants of the long-term impact of early work experience. Reduced educational opportunities constitute the main link between child labour, on the one hand, and youth employment outcomes, on the other. Clearly, if the exigencies of work mean that children are denied schooling altogether or are less able to perform in the classroom, then these children will not acquire the human capital necessary for more gainful employment upon entering adulthood. This section looks at evidence of the educational impact of children’s work. Links between child labour, human capital levels and youth employment outcomes in Uganda are explored in more detail in Chapter 4 of this report.

Figure 19. The school attendance of children in employment lags behind that of non-working children, but only beyond the compulsory school age range

Percentage of children attending school, by work status and age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

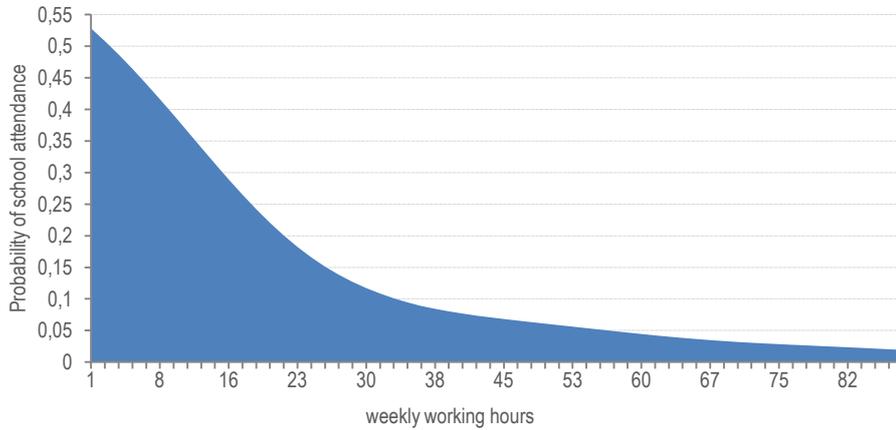
45. The school attendance³⁶ of children in employment lags behind that of non-working children at the post-compulsory level.³⁷ An attendance gap favouring non-working children begins from age 13, which corresponds to the end of the compulsory cycle. The gap in attendance increases from five percentage points at age 13 years to almost 30 percentage points at age 17 years (Figure 19).

46. Not surprisingly, involvement in work and the time children actually spend working are negatively correlated with school attendance. As illustrated in Figure 20, the likelihood of a working child attending school falls off sharply as the number of hours he or she must work each week increases. The school attendance of working children varies by work sector; children working in the service sector and those in wage work are least likely to attend school (Figure 21). About one in five children working in services and about one in four in wage employment do not go to school. Working children have also a shorter school life expectancy than non working children

³⁶ School attendance refers to children attending school at the time of the survey. As such it is a more restrictive concept than enrolment, as school attendance excludes those formally enrolled in school according to school records but not currently attending.

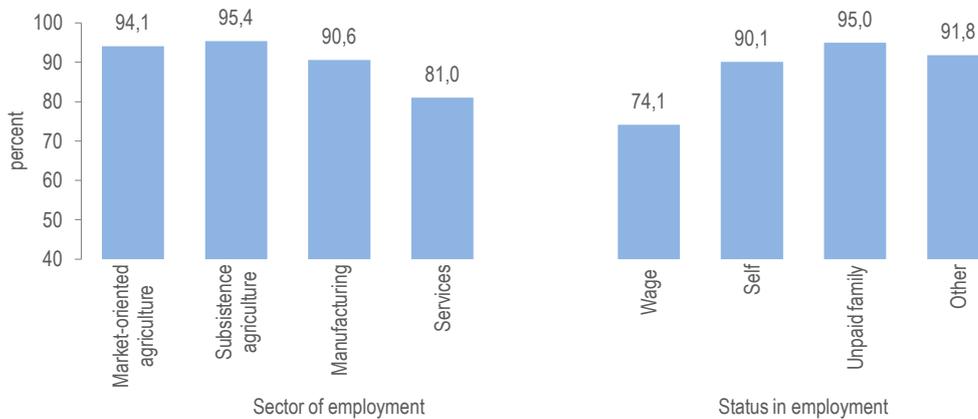
³⁷ Indeed, among young children, the attendance rate of working children actually exceeds that of non-working children, although this is likely in large part due to the distorting effects of late enrolment. Separate calculations indicate that non-working children are more likely to be late entrants; the reasons for this, however, require further investigation. Enrolment figures by age in Uganda points to a general problem of late enrolment. The average age of students attending school is higher than what it should be, for all grades or levels of education. The average age of children in the first grade is 7.3 rather than six years, and is 8.6 years in the second grade rather than seven years.

Figure 20. School attendance is negatively correlated with the time children spend actually working
Working hours and school attendance (non-parametric estimates)



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure 21. School attendance varies somewhat by the nature of children's employment
School attendance, by sector and status in employment, 6-13 years age group

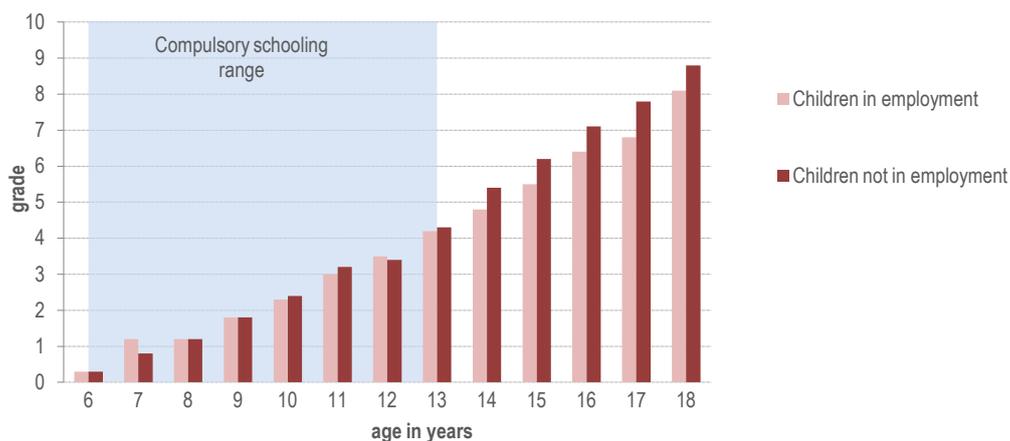


Note: The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

47. But most Ugandan working children do in fact attend school, so a key question is how work affects their school performance. Data on average grade-for-age show that children in employment lag slightly behind their non-working counterparts in terms of grade progression, but again these differences relate primarily to the post-compulsory age range (Figure 22).³⁸

³⁸But because child workers are more likely to drop out after primary school, and because drop outs are presumably those with higher accumulated delay, the gap reported in Figure 22 is likely to underestimate the true gap in completed grades between working and non-working children, i.e., the gap that would be observed in the absence of selective drop out.

Figure 22. Working children also lag behind in terms of grade progression, but again only in the post-compulsory age range
Average grade-for-age, by work status and age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

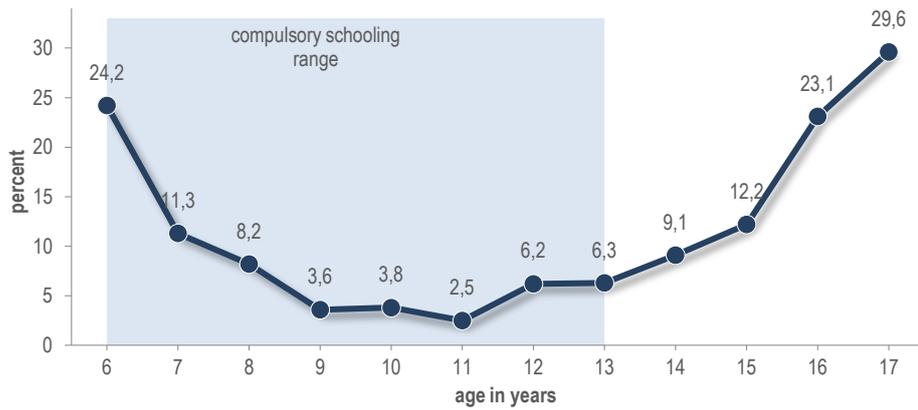
3.6 Out-of-school children and “second chance learning needs”

- A large share of children are out of school and in need of second chance learning opportunities.

48. **Out of school children constitute another important related policy priority in Uganda.** Some 659,500 children aged 6-13 years, over eight percent of this age group, are out of school (Figure 23). Many of these children are simply late entrants, as shown by the sharp decline in out-of-school children from the age of six to nine years. Taking the narrower group of 10-13 year-olds to eliminate most potential late entrants, some 193,000 (almost five percent) are out of school. About 48 percent of these children never attended school and the remainder dropped out prematurely.

Figure 23. A large share of compulsory school-aged children are out of school

Percentage children out-of-school children, by age

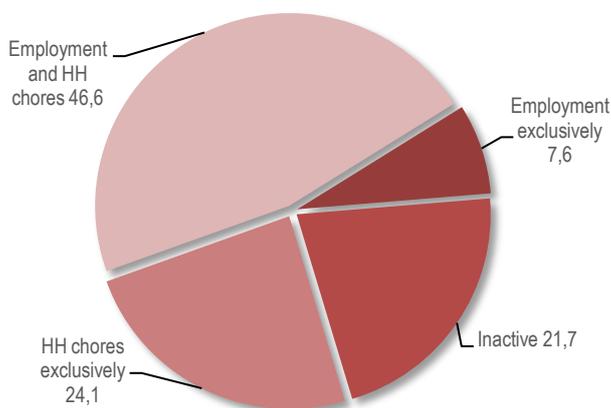


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

49. What are these out of school children doing? Around 78 percent of children aged 10 to 13 years work in some form of productive activity, about 8 percent in employment exclusively, 24 percent in household chores exclusively and 47 percent in both (Figure 24), again underscoring the close link between getting children out of work and getting them into school. Out-of-school girls are more likely than boys to be involved in productive activities by almost ten percentage points (Appendix Figure A4).

Figure 24. Most out-of-school children are involved in some form of work activity

Activity status of out-of-school children, 10-13 years age group



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Panel 7. Disability and educational marginalization in Uganda.

The disabled are among the least visible of the marginalized children. Children with disabilities face significant hurdles in enrolling, attending and completing school. Beyond the immediate health-related effects, physical and mental impairment carries a stigma that is often a basis for exclusion from society and school.

A recent study indicates that children with disabilities are at least two times more likely to be out of school than other children. For those disabled children who are in school, grade progression is slower than for other children. The disadvantage that disabled children face depends on the nature and extent of their impairment. For example, about 71 percent of children who report facing a lot of difficulty seeing with glasses were attending school compared to about 36 percent of children who had a lot of difficulty with self-care (Moyi, 2012).

Limited statistical information exists on disabilities in Uganda, and evidence is even scarcer on the linkages between disabilities and children's employment. The African Child Policy Forum (ACPF) found that of the 540 disabled children surveyed, 12 percent children were involved in paid work outside their home. Most of them were engaged in selling goods, farm work and domestic work. As many children with disabilities between the age of 14 and 18 years become disillusioned about the value of continuing in education, the ACPF study indicates that their parents seek alternatives in skills training, mainly through informal apprenticeship with local artisans.

Uganda recognizes the need to reach all children with educational opportunities, and ensuring access to education for children with disabilities is a key objective of the Ministry of Education and Sports. Notwithstanding the government's efforts, much needs to be done with regard to properly assessing the disabilities, collecting more accurate and reliable data, training teachers for working with children in different special needs categories, and providing all schools with educational resources to serve these children.

Sources:

Moyi P. (2012) *Access to education for children with disabilities in Uganda: Implications for Education for All*
African Child Policy Forum (2011) *Children with disabilities in Uganda. The hidden reality*

50. The second chance learning needs of Ugandan children are significant. Some 279,000, or 40 percent, of out-of-school children in the 10-17 years age group³⁹ suffer what UNESCO terms "education poverty", i.e., possess less than four years of education, the minimum amount of school time considered by UNESCO as necessary for acquiring basic literacy skills. Of this group, 215,500, or 31 percent, suffer and "extreme education poverty", i.e., possess less than two years of schooling (Table 9). Reaching the group of out-of-school children with second chance educational opportunities is therefore critical to ensuring that these children do not graduate into adulthood lacking the basic skills needed for work and life.

³⁹ Younger, six to nine year-old, children are excluded from consideration because many from this age group that are out of school are likely to enrol as late-entrants, as discussed above. Older, 15-17 year-old, children are included because many from this group have also had their education compromised by premature involvement in work and therefore are also relevant to the discussion of school chance learning needs.

Table 9. Out-of-school children aged 10-17 with less than 2 and 4 years of education

Age	Education poverty (OOSC with <4 years of education)		Extreme education poverty (OOSC with <2 years of education)	
	No.	% of total OOSC	No.	% of total OOSC
10	32,210	93.4	28,570	82.8
11	14,761	81.9	13,014	72.2
12	54,676	81.1	33,565	49.8
13	26,243	51.9	22,631	44.8
14	42,332	51.2	33,819	40.9
15	39,401	44.2	28,756	32.3
16	37,852	21.4	30,179	17
17	31,774	18.5	24,999	14.6
Total	279,248	40.4	215,534	31.2

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

3.7 Children’s work and health

- Ugandan working children face a very high risk of ill-health and injury related to work.

51. **Ugandan working children, especially the youngest, face a very high risk of ill-health and injury related to work.**⁴⁰ Working children face about a 47 percent chance of suffering ill-health related to work over the course of a 12-month period.⁴¹ Children aged 5-11 years face a 70 percent chance of work-related ill-health or injury, while 14-17 year-olds face a 39 percent chance. The risk of ill-health among child workers appears to depend on the type of work they are involved in: incidence is highest for the agriculture sector (57 percent) and for unpaid work within the family unit (61 percent).

⁴⁰ The general ill health variable reflects illnesses (such as skin problems, eye problems, breathing problems, stomach problems, diarrhoea, fever, extreme fatigue, or other illnesses) or injuries (such as superficial injuries or open wounds, fractures, dislocations, sprains or stains, burns, corrosions, scalds or frostbite back/muscle pain or other injuries) in the last 12 months. The work-related ill-health variable reflects illnesses/injuries in the last 12 months and, that, in the opinion of the respondent, occurred because of work.

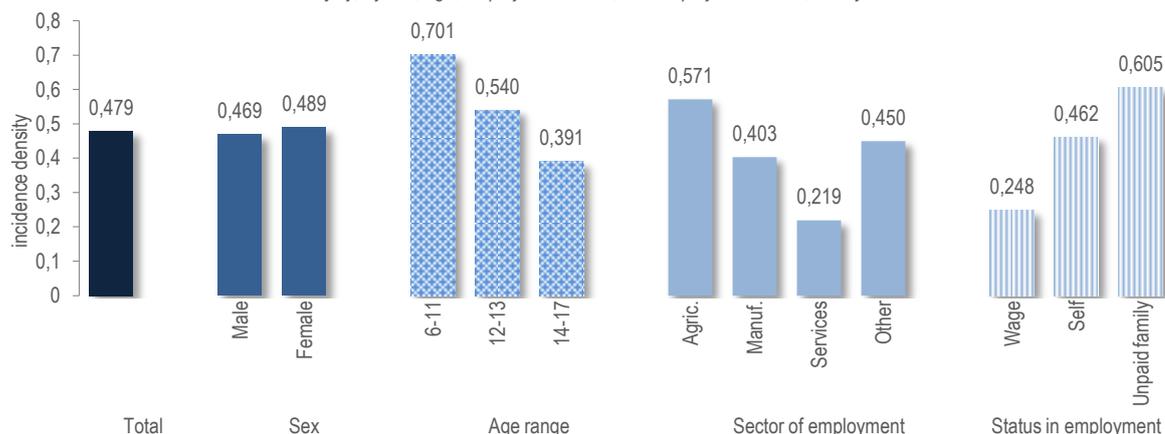
⁴¹To take exposure into consideration, a standard incidence density is computed as follows:

$$\text{incidence density} = \frac{\text{children injured during a specified period of time}}{\text{total person time}}$$

where “total person time” is cumulated exposure for all the individuals considered

Figure 25. Many children risk illness and injury in the workplace

Incidence of work^(a)-related disease and injury, by sex, age, employment sector, and employment status, 6-17 year-olds



Notes: (a) Information on health does not cover employed in subsistence agriculture.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

52. But the relationship between child work and health is complex, and often difficult to disentangle empirically. The negative impact of child work on health, for example, may be obscured by the selection of the healthiest children for work. Health perceptions may also differ across population groups, and levels of reported illness among working children and non-working children may be affected by different perceptions of illness. Much of the relationship between child health and work is dynamic (i.e., current health is affected by past as much as present work, and current work affects future as much as present health), a fact not captured by measuring reported illness over a short period. This is an area where further methodological work is required.⁴²

3.8 Determinants of children's work

- Household decisions concerning children's work and schooling are influenced by a number of individual and community background factors.
- Children's age, sex and orphan status, household structure, household education level, and household wealth, *inter alia*, all play a significant role in determining children's involvement in work.

⁴² For a more complete discussion of measurement issues around child labour and health, see: O'Donnell O., Rosati F. and Van Doorslaer E, *Child labour and health: evidence and research issues*, UCW Working Paper, Florence, January 2002.

53. As most children (excluding those living on their own) exercise little control over their time allocations, determining why children work requires investigating why parents choose to engage their children in work rather than sending them to school. Both socio-cultural and economic considerations are important in this context. Households are influenced by the perceived costs of child labour and benefits of schooling. But social norms, cultural attitudes and perceptions, e.g., regarding girls' schooling or early marriage, also direct household decisions on children's school and work.

54. This section makes use of econometric evidence from NLF&CAS 2011/2012 to identify some of the factors influencing parents' decisions concerning their children's time use. A bivariate probit model is employed to jointly determine the correlated decisions on child schooling and work. A simple economic model of household behaviour is used to guide the empirical specification.⁴³ Two regression analyses are conducted. One taking into consideration children aged 6-13 in employment and the other one considering children aged 14-17 years involved in hazardous employment. The results indicate that many of the variables looked at, e.g., migration status, orphan status, parental illness, household head education and household employment benefits, have a particularly important role in determining the involvement of older, 14-17 year-old, children in employment and schooling.

55. Annex I and Table A5 describe and present the summary descriptive statistics of the variables included in the econometric analysis.

⁴³For detailed information on the model, see Cigno, A.; Rosati, F.C. 2005, *The economics of child labour* (New York, NY, Oxford University Press). The analysis carried out in this section is, obviously, conditioned by the information available. Notwithstanding the extensiveness of the survey utilised, potentially important variables are missing. In particular, information on the relative price of child work is difficult to capture: indicators for returns to education, work and household chores are not easily available (for a discussion of the role played by unobservables refer to Deb and Rosati, *Determinants of Child Labour and School Attendance: The Role of Household Observables*, December 2002).

Table 10. Determinants of children's employment and schooling, marginal effect after biprobit estimations, children aged 6-13 and 14-17 years^(a)

Explanatory variables		Employment exclusively		Schooling exclusively		Both activities		Neither activity (inactive)	
		Age 6-13	Age 14-17	Age 6-13	Age 14-17	Age 6-13	Age 14-17	Age 6-13	Age 14-17
		dy/dx	dy/dx	dy/dx	dy/dx	dy/dx	dy/dx	dy/dx	dy/dx
Child characteristics	Age	-0.0283**	0.0210	0.0079	-0.0574	0.1628**	0.0505	-0.1424**	-0.0141
	Age squared	0.0016**	0.0003	-0.0024*	-0.0002	-0.0056**	-0.0015	0.0065**	0.0014
	Male	0.0023	-0.0100	-0.0156	0.0124	0.0128	0.0238*	0.0006	-0.0262**
	Migrant	0.0113**	0.0628**	-0.0436*	-0.1265**	0.0050	0.0057	0.0273**	0.0580**
	Orphan of mother ^(b)	-0.0047	-0.0310	0.0126	0.0845*	0.0075	-0.0732*	-0.0154	0.0198
	Orphan of father ^(b)	-0.0021	0.0143	0.0027	-0.0171	0.0087	-0.0360*	-0.0092	0.0388**
	Double orphan ^(b)	0.0034	0.0432**	-0.0395	-0.0954**	0.0475*	0.0307	-0.0114	0.0214
	Sick mother and/or father	0.0095**	0.0407**	-0.0469*	-0.1012**	0.0223	0.0653**	0.0151*	-0.0048
Household head characteristics	Male household head	-0.0028	-0.0035	0.0118	0.0160	-0.0031	-0.0287*	-0.0059	0.0162
	Primary ^(c)	-0.0185**	-0.0549**	0.0505**	0.1055**	0.0277**	0.0111	-0.0597**	-0.0617**
	Secondary ^(c)	-0.0309**	-0.0673**	0.1027**	0.1274**	0.0144	0.0200	-0.0863**	-0.0801**
	Higher than secondary ^(c)	-0.0245**	-0.0828**	0.0758**	0.1578**	0.0216	0.0211	-0.0729**	-0.0960**
	Household head employee with social security and/or medical benefits	-0.0076	-0.0751**	0.0596*	0.1752**	-0.0559*	-0.0835*	0.0040	-0.0166
Household composition	Household size	0.0011	-0.0067**	-0.0097**	0.0105*	0.0098**	0.0088*	-0.0012	-0.0126**
	Number of children aged 0-5	0.0006	0.0110*	-0.0046	-0.0233*	0.0041	0.0048	-0.0001	0.0075
	Number of persons aged 65+	0.0065*	0.0096	-0.0299*	-0.0224	0.0115	0.0104	0.0119	0.0023
	Number of adults aged 18-64	-0.0025*	-0.0083*	0.0229**	0.0216*	-0.0241**	-0.0161*	0.0037	0.0029
Household wealth ^(d) and livestock owned	Household wealth.: quintile 2	-0.0220**	-0.0332*	0.0932**	0.0772*	-0.0245	-0.0363	-0.0467**	-0.0077
	Household wealth.: quintile 3	-0.0155**	-0.0692**	0.0665**	0.1582**	-0.0190	-0.0664**	-0.0321**	-0.0226
	Household wealth.: quintile 4	-0.0179**	-0.0552**	0.0538**	0.1298**	0.0187	-0.0646**	-0.0545**	-0.0100
	Household wealth.: quintile 5	-0.0257**	-0.0602**	0.0845**	0.1262**	0.0136	-0.0214	-0.0724**	-0.0446**
	Number of animals owned	0.0001**	0.0002**	-0.0003*	-0.0004**	0.0001	0.0001	0.0001*	0.0001*
Access to basic services	Access to tap water	-0.0160**	-0.0272*	0.0773**	0.0715**	-0.0339*	-0.0558**	-0.0273*	0.0115
	Access to electricity	-0.0286**	-0.0039	0.2123**	0.0215	-0.1900**	-0.0439*	0.0063	0.0263
Place of residence and Regions ^(e)	Urban	-0.0201**	-0.0283*	0.1636**	0.0747**	-0.1584**	-0.0591**	0.0150	0.0127
	Central	0.0018	0.0250	-0.0727*	-0.0578	0.1149**	0.0263	-0.0441*	0.0065
	Eastern	-0.0001	-0.0218	0.0067	0.0321	-0.0112	0.0357	0.0046	-0.0460*
	Northern	0.0067	0.0201	0.0249	-0.0425	-0.0853*	0.0085	0.0537**	0.0139
	Western	-0.0058	0.0392*	0.0158	-0.1103*	0.0091	0.1042**	-0.0190	-0.0331

Notes: *Results significant at five percent level of significance; ** results significant at one percent level of significance. a) Results for the 6-13 years age group refer to employment generally while results for the 14-17 years age group refer only to employment in hazardous work. b) Reference category is not orphan. c) Reference category is no schooling. d) Reference category is household wealth: quintile 1. e) Reference category is Kampala.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

56. Results of the econometric analysis are reported in Table 10; some of the key qualitative inferences from the analysis are presented below.

- *Sex of child.* Parents' decisions concerning whether to involve their children in school or work do not appear influenced by gender considerations. There is, however, one exception to this general finding: male children aged 14-17 years appear to be more likely than their female peers to be in hazardous employment while also studying, and less likely than their female peers to be neither working nor studying.
- *Internal migration.* Migration has a negative impact on children's time use for the 6-13 years and 14-17 years age ranges. Migrant children aged 6-13 years are about four percentage points less likely to attend school than non-migrant children and at the same time are about two percentage points more likely than non-migrant children to work in employment. Migrant 6-13 year-olds are about three percentage points more likely to be inactive (i.e. in neither employment nor education) than their non-migrant peers. The negative impact of migration appears even greater for older, 14-17 year-old, children. Older migrant children are six percentage points more likely to be in hazardous employment exclusively and about 13 percentage points less likely to attend school exclusively than non-migrant children in the same age range.
- *Orphan status.* About 1.2 million children aged 6-13 years are orphans, accounting for about 16 percent of this age group. While descriptive evidence indicates that there is a higher share of orphaned children compared to non-orphans in employment and a lower share in schooling, the regression results do not indicate that orphaned children in the 6-13 years age range are at significantly greater risk of employment and denied schooling when other background characteristics are controlled for. This suggests that the conditions in which orphaned children find themselves (e.g., household poverty), rather than orphanhood *per se*, explain the difference in the employment and school attendance between orphans and non-orphans. Older children who have lost both parents are four percentage points more likely to be in hazardous employment exclusively and are nine percentage points less likely to attend school exclusively compared to their non-orphan peers.
- *Illness of mother and/or father.* The parents' temporary or permanent unavailability for work due to illness appears to push children out of school and into work to support the family income or alternatively to keep children from going to school to take care of the

sick. Again, older child labourers belonging to households with both or one parent sick are much more exposed to child labour and denied schooling.

- *Household composition.* The presence of elderly household members significantly increases children's risk of employment and denied schooling. This result suggests that, the social vulnerabilities associated with aging (e.g., loss of the ability to earn income, declining physical health) can increase the social vulnerability of the household as a whole, and can force families to rely on child labour as a coping strategy. The presence of more prime-age adults (and therefore breadwinners) in the household has instead the opposite effect, reducing the likelihood of children's employment and increasing the probability of children attending school exclusively.
- *Household wealth.* Younger children from poorest households are more than eight percentage points less likely to go to school exclusively and almost three percentage points more likely to participate in employment exclusively compared to children from richest households.
- *Household ownership of livestock.* Children belonging to household owning animals are more likely to be in employment and less likely to be exclusively attending school. One reason for this is that when a household owns livestock there is an increase in the demand for labour within the family unit, outweighing the income effect associated with livestock ownership.
- *Household head education.* Higher household head education levels make it more likely that a child attends school and less likely that he or she is in employment. A 6-13 year-old child from a household whose head possesses a secondary education, for example, is three percentage points less likely to work and ten percentage points more likely to attend school, compared to a child from a household whose head has no education. The effect of parent's education on older children is amplified. A 14-17 year-old child from a household whose head possesses a secondary education, for example, is about seven percentage points less likely to be in hazardous work exclusively and 13 percentage points more likely to attend school exclusively compared to a child from a household whose head has no education.
- *Household employment benefits.* Children in the 6-13 years age range belonging to household where the head is an employee with social security and/or medical benefits are almost six percentage points less likely to work in employment compared to children from other households. Again, the effects are even stronger for older children.

This in turn underscores the importance of social security in reducing the household vulnerabilities associated with child labour. Households with a basic social protection floor under them are less likely to have to rely on child labour as a coping strategy.

- *Access to basic services.* Access to electricity reduces the likelihood of involvement in employment among 6-13 year-olds by almost 22 percentage points while making it two percentage points more likely that a child attends school. Access to tap water is also very relevant. Children aged 6-13 years from households with tap water are five percentage points less likely to work and more than four percentage points more likely to attend school. Basic services are important determinants, in large part they influence the value of children's time outside of the classroom. In contexts where access to electricity and water are limited children must often shoulder a greater burden for tasks such as hauling water and fetching fuelwood.
- *Place of residence.* Children aged 6-13 years living in urban areas are 18 percentage points less likely to work, exclusively or in combination with schooling, and are 16 percentage points more likely to attend school exclusively, consistent with the descriptive evidence presented previously. Region of residence also affects the division of time between work and school.

57. Children's employment is a complex phenomenon and the factors mentioned above clearly represent only a partial list of determinants. Better data and more in-depth analysis are needed for a more complete understanding of why children become involved in work. More information on availability of infrastructure, school quality, access to credit markets, coverage of social protection schemes, is especially needed. As stated at the beginning of this section, decisions concerning children's work and schooling are driven by both economic and socio-cultural factors, and a better understanding is also needed of the role of the latter. The unique circumstances causing children's involvement in worst forms of child labour other than hazardous, not captured by traditional household surveys, is another area requiring particular research attention.

3.9 Child labour for elimination

- Child labour is a narrower concept than children’s employment or work, and refers to work that is injurious, negative or undesirable to children as set out in national legislation and international labour standards.
- Child labour is still common in Uganda: a total of 2.95 million children aged 5-17 years, accounting for more than 24 percent of all children in this age range, are in child labour measured in accordance with national legislation.

58. Child labour is a narrower concept than children’s employment or work, and refers to work that is injurious, negative or undesirable to children as set out in national legislation and international labour standards.⁴⁴ It is this smaller group of child labourers that is most relevant for policy purposes. Estimates of child labour are presented below following the global guidelines for child labour measurement⁴⁵ and with reference to national child labour legislation.

59. The *Employment Act (No.6, 2006)*, the *Occupational Safety and Health Act (No. 9, 2006)* and the *National Child Labour Policy (2006)* provide the primary legal framework regarding child labour in the country. The Government also has a National List of Hazardous Employment Prohibited for Children⁴⁶ and guidelines for labour inspectors for identifying incidences of hazardous child labour (See Appendix Table A13). Ugandan legislation prohibits the employment of children under the age of 12 years in *any business, undertaking or workplace*⁴⁷ and prohibits the involvement of children aged 12-13 years in any employment *except for light work carried out under the supervision of an adult aged over 18 years that does not affect the child’s education*.⁴⁸ Light work is defined as work not in excess of fourteen

⁴⁴Three main international conventions – the UN Convention on the Rights of the Child (CRC), ILO Convention No. 182 (Worst Forms) and ILO Convention No. 138 (Minimum Age) – define child labour and provide a framework for efforts against it.

⁴⁵Global guidelines for child labour statistics are set out in Resolution II (2008) of the Eighteenth International Conference of Child Labour Statisticians (ICLS). For further details, see: Resolution II, Resolution Concerning Statistics of Child Labour, as cited in: International Labour Organization, *Report of the Conference, 18th International Conference of Labour Statisticians, Geneva, 24 November–5 December 2008. Resolution II*. Rpt. ICLS/18/2008/IV/FINAL, International Labour Office, Geneva, 2009.

⁴⁶The list of hazardous forms of labour was compiled following the adoption of the National Child Labour Policy in 2006. The list is published and incorporated into the *Regulations on Employment of Children* 2012 which contains a matrix listing hazardous occupations and activities which are conditionally hazardous, that is, they are hazardous under certain circumstances: the age of the child, the particular circumstances of the child’s activities, and the child’s working conditions. The matrix specifies occupations and activities and the conditions under which they are hazardous.

⁴⁷ Section 32, Clause 1, *Employment Act n.6*.

⁴⁸ Section 32, Clause 2, *Employment Act n.6*.

hours per week. Hazardous work, including night work between 19:00 and 07:00,⁴⁹ is prohibited for all persons under the age of 18 years.

60. For a complete estimate of child labour in accordance with national legislation, it is therefore necessary to look at (1) all children aged 5-11 years in employment; (2) all 12-13 year-old children working in excess of 14 hours per week and/or in hazardous work (including night work); and (3) all 14-17 year-old children working in excess of 43 hours per week and/or in hazardous conditions (including night work).

Table 11. Lower-bound estimate of child labour involvement, based on national legislation

Background characteristics		(a) Children aged 5-11 years in economic activity ⁽ⁱ⁾		(b) children aged 12-13 years not in "light work" and/or in hazardous work ⁽ⁱⁱ⁾		(c) Children aged 14-17 years in hazardous work ⁽ⁱⁱⁱ⁾		(a)&(b)&(c) Total in child labour, 5-17 years	
		% of total age group	No.	% of total age group	No.	% of total age group	No.	% of total age group	No.
Sex	Male	22.0	734,115	24.2	247,833	30.9	534,411	24.9	1,516,358
	Female	21.5	715,722	22.6	244,409	28.4	474,889	23.6	1,435,020
Residence	Urban	7.1	60,658	11.2	30,066	19.6	97,484	11.6	188,207
	Rural	23.9	1,389,179	25.2	462,176	31.4	911,816	26.2	2,763,171
Region	Kampala	1.8	4,085	4.7	2,871	18.8	24,202	7.5	31,159
	Central	34.3	458,613	22.8	99,171	29.8	228,487	31.0	786,271
	Eastern	21.1	431,839	19.1	120,306	22.8	227,303	21.2	779,447
	Northern	13.9	184,923	21.1	88,746	27.5	164,861	18.6	438,530
	Western	21.5	370,377	32.4	181,148	40.2	364,447	28.7	915,971
Total		21.7	1,449,837	23.4	492,242	29.7	1,009,300	24.2	2,951,378

Notes: (i) National child labour legislation prohibits the employment of children under the age of 12 years; (ii) Includes 12-13 year-olds working over 14 hours per week (not in "light work") and children in this age range exposed to *hazardous conditions* irrespective of working hours; and (iii) Includes 14-17 year-olds working over 43 hours per week and children in this age group exposed to *hazardous conditions* irrespective of working hours. The hazardous conditions include: carrying heavy loads; work with dangerous or heavy machinery; work in dust or smoke environment; work with fire and gas; exposition at work to loud noise or vibration, work with dangerous tools; exposition at work to snake and poisonous insect bites; work with chemicals; work in extreme temperatures or humidity; underground work; work in the water/lake/pond/river; workplace too dark or confined; work with explosives; work with lack of ventilation; work at heights and work during night.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

61. **Child labour is very common in Uganda.** Some of 1.4 million children below the age of 12 years are in employment, 492 thousand children aged 12-13 years work in excess of 14 hours and/or are in hazardous work and 1.0 million children aged 14-17 years are in hazardous work (Table 11). Summing these three groups yields a total of 2.9 million children aged 5-17 years in child labour, accounting for more than 24 percent of all children in this age range. The decompositions by sex and residence reported in Table 11 indicate that rural children are at particular risk of child labour in Uganda. By region, incidence of child labour is highest in the Central and the Western regions and lowest in Kampala.

⁴⁹Regulations on Employment of Children 2012

62. It is worth emphasizing that this constitutes a lower-bound estimate of child labour, as it excludes the so-called “worst forms of child labour other than hazardous”. These extreme forms of child labour include child trafficking, child commercial sexual exploitation, child slavery and child involvement in illicit activities.⁵⁰ In Uganda as in most countries, information about children involved in worst forms other than hazardous is very scarce.

63. A number of studies have been conducted targeting the worst forms of child labour other than hazardous using specialized methodologies, but they fall short of offering a satisfactory quantitative assessment.

64. **Child trafficking.** A rapid assessment conducted by ILO/IPEC in 2007⁵¹ shows that traffickers target mainly children who have lost their parents and those living single in the city. Traffickers are mostly relatives, peers and well-established individuals. Some children are forcibly abducted even in non-war zone areas, others are tricked and a few move on their own. In some instances children who move on their own fall into traps of traffickers when they move to other towns. The trafficked children are subjected to intolerable inhuman and degrading slavery activities including killing, smuggling drugs, drug conduit, sexual exploitation. The study also shows that cross border trafficking appears to be increasing. Cross border trafficking is mainly driven by factors such as new employment opportunities, marriage proposals and the search for a better life. While this rapid assessment provided information on the nature of the problem, there is little information concerning its magnitude in Uganda.

65. **Child commercial sexual exploitation.** The Uganda Youth Development Link (UYDEL) conducted a study on commercial sexual exploitation of children (CSEC) in Uganda in 2011 based on a sample of 529 children.⁵² The UYDEL study was a follow up to the first national study on commercial sexual exploitation of children done in 2004 by ILO/IPEC and the Ministry of Gender, Labour and Social Development. The 2004 study had revealed that over 12,000 children were affected by trafficking and prostitution in Uganda while the 2011 study estimates that the number of children affected by CSEC has increased to 18,000 in 2011 with more girls affected than boys.

⁵⁰ In more specific terms, worst forms other than hazardous refer to Art. 3(a)-(c) of ILO Convention No. 182: (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances; and (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties.

⁵¹ ILO/IPEC (2007), *Rapid assessment report in trafficking of children into worst forms of child labour, including child soldiers in Uganda*. A study conducted in the districts of Busia, Pader, Kalangala Masaka and Kampala as part of IPEC TBP Preparatory activities, February 2007.

⁵² UYDEL, (2011), *Commercial Sexual Exploitation of Children in Uganda: A Critical Efforts to Address CSEC 2005-2011*, Kampala.

According to the 2011 study the age at which children get involved in CSEC is getting younger, although the majority are between 14 and 17 years old.

66. Lack of responsible parental care, mainly caused by orphanhood, is identified as one of the principal factors exposing children to CSEC since approximately 80 percent of the children in CSEC are staying alone. Further, lack of sustainable opportunities for education also emerged as a key driver to CSEC since most victims (88 percent) are out of school and most of them have not gone beyond primary level. Trafficking is indicated as one of the conduits of CSEC and most female victims of trafficking end up in prostitution prone environments.

Chapter 4.

YOUTH EMPLOYMENT OUTCOMES

67. This chapter focuses on the labour market situation of young Ugandans aged 18-30 years.⁵³ It first provides an overview of the activity status of Ugandan young persons and then looks in more detail at job access, job quality and at how human capital levels influence both. The timing and nature of the transition to working life and the relative position of youth vis-à-vis adult workers are also addressed.

68. Levels of human capital remain low for many Ugandan young people, compromising their future prospects. A high proportion of urban youth are not in education, employment or training (NEET) and therefore at risk of social marginalisation. Unemployment is high in urban areas and in the capital Kampala, particularly when discouraged workers are taken into account. Unemployment spells are very long for many youth without jobs, leading to the risk of skill depreciation and making it more difficult to ultimately find work. Youth employment is dominated by poor quality unremunerated work concentrated in the agriculture sector. Almost all youth jobs are in the informal sector and therefore offer little in the way of benefits or job security. Educated young people face greater difficulty securing jobs, but the quality of the jobs they eventually do secure is typically better. These and other youth labour market challenges are looked at in detail in the sections below.

⁵³ The age group 18-30 years is used for analysing youth employment issues in Uganda. Results for the standard 15-24 years age group are presented in the Statistical Appendix for international comparative purposes.

Panel 8. Youth employment definitions

Labour force participation: The labour force participation rate is defined as the labour force expressed as a percentage of the working age population. The labour force is in turn the sum of the number of persons employed and the number of persons unemployed.

Employment: A person is considered to be in employment if he/she has worked during the week prior to the survey for at least one hour for pay (or without pay), profit, in kind, or family business. A person is also considered to be in employment if was not working but had a job to go back to.

Unemployment: A person is considered to be in unemployment if he/she did not work during the week prior to the survey but is actively seeking work and is available for work.

Unemployment “relaxed definition”: Includes the persons who do not have a job and are available for work. It 'relaxes' the actively searching for work criteria that is required for the strict definition of unemployment. Relaxed unemployment is therefore defined as the sum of persons who did not engage in any work or economic activity and were available for work but did not actively seek it.

Underemployment: The underemployed are defined as persons working less than 40 hours a week but wanting and available to work longer hours. The underemployment rate is the underemployed expressed as a percentage of the total employed population.

Inactive: The inactive population is the population that is not in the labour force. The inactivity rate and labour force participation rate sum to 100.

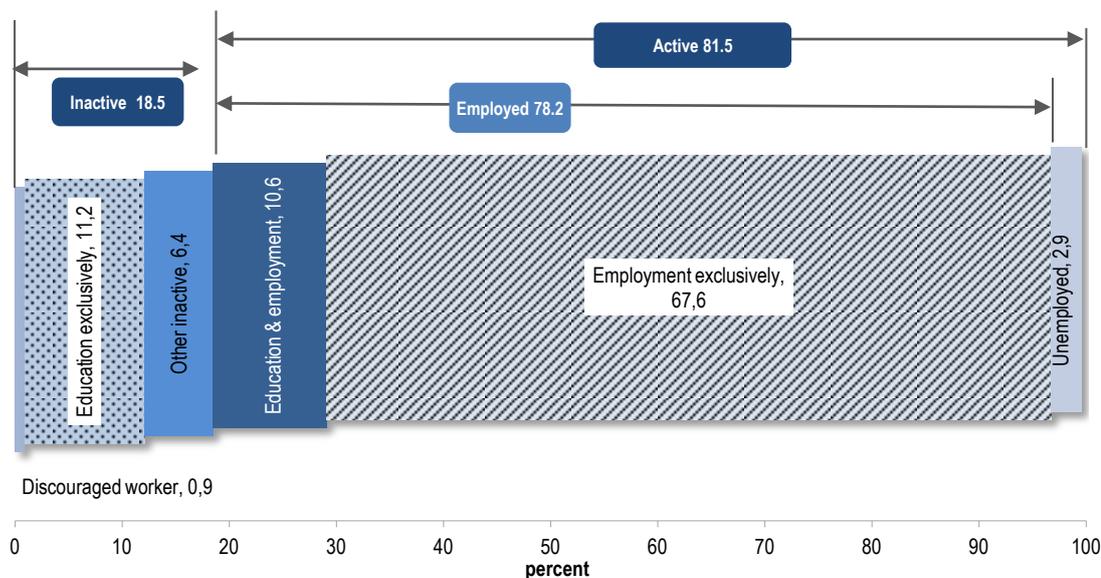
NEET: Refers to youth who are not in education, employment or training. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed.

4.1 Youth activity status

- Labour force participation is very high among Ugandan youth and education participation is relatively low.
- Youth activity status in Uganda varies considerably by sex, residence, region and migrant status.

69. **Labour force participation is very high among Ugandan youth and education participation is relatively low.** Figure 26 reports the overall decomposition of the youth population by activity status. More than four of every five 18-30 year-olds (82 percent) are economically active. Among this group, most (68 percent of all youth) are in employment exclusively; only a relatively small proportion continues their education while working (11 percent) and an even smaller share (three percent) is unemployed. Those in education exclusively constitute the largest share of young persons outside the labour force (11 percent of all youth), although there is also a non-negligible share both outside the labour and outside education (six percent).

Figure 26. Labour force participation is very high among Ugandan young people
 Percentage distribution of youth population by activity status, 18-30 years age group



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

70. **Youth activity status has an important gender dimension.** Female youth are less likely to be in the labour force and more likely to be inactive and out of school. At the same time, female who are in the labour force are at greater risk of unemployment. (Table 12). Gender differences in terms of education participation are also quite pronounced: 29 percent of male youth are still in education against 17 percent of female counterparts.

71. Labour market participation is consistently higher for rural youth (84 percent versus 71 percent), while urban youth are much more likely to be inactive and out of education (12 percent versus six percent). There are also large differences between urban and rural youth in terms of unemployment (lower in rural areas) and job quality (better in urban areas), as discussed in subsequent sections of this chapter. In terms of being able to continue with their education, however, the difference between urban and rural youths is small: 24 percent of urban youth are still in education against 22 percent of their rural peers.

Table 12. Aggregate labour market indicators, persons aged 18-30 years, by residence, sex, age range and migration status

Population category		Labour mkt. participation (% pop.)	Education participation (% pop.)	Inactive and out of education (% pop.)	NEET ^(a) (% pop.)	Employment rate (% active)	Unemployment rate (% active)	Relaxed unemployment rate ^(b) (% expanded active)
Residence	Urban	71.4	24.2	12.0	18.5	88.4	11.6	19.4
	Rural	84.3	22.2	5.8	7.0	98.4	1.6	3.2
Sex	Male	83.5	29.0	3.3	5.2	97.3	2.7	4.5
	Female	79.8	17.2	10.4	13.2	95.7	4.3	8.2
Age range	18-24	74.4	35.5	7.5	9.8	95.9	4.1	7.8
	25-30	91.2	5.0	6.5	9.0	97.1	2.9	5.0
Migration status	Migrated	83.4	12.3	9.6	14.7	93.1	6.9	11.7
	Not migrated	81.1	25.1	6.5	8.2	97.3	2.7	5.1
Total		81.5	22.6	7.1	9.5	96.5	3.5	6.5

Notes: (a) NEET refers to youth who are not in education or employment. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed; (b) Relaxed unemployment considers both unemployed workers and all individuals who are not working and are available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

72. Internal migrant youth appear to face particular labour market challenges.

A much lower share of internal migrant youth are in education (12 percent versus 25 percent) while a higher share are inactive and out of education (10 percent versus seven percent). Among those in the labour force, a higher share of migrant youth are unemployed. It is important to note, however, that econometric evidence indicates that migration does *not* have a significant influence on whether youth are in employment (rather than unemployed or inactive and out of education) when other individual and household characteristics are controlled for (Table 14).

73. National estimates also mask differences in the activity status of young persons across regions.

The labour market participation rate ranges from 73 percent in Kampala to 85 percent in the Western region, and the share of youth inactive and out of education from 12 percent in Kampala to five percent in the Western region. Education participation also varies considerably, from a high of 28 percent in the Eastern region to a low of 20 percent in Kampala and in the Central and Northern regions. The unemployment rate and the relaxed unemployment rate are much higher in the capital city of Kampala (16 percent and 24 percent, respectively) than in the rest of the country.

Table 13. Aggregate labour market indicators, persons aged 18-30 years, by region

Population category		Labour mkt. participation (% pop.)	Education participation (% pop.)	Inactive and out of education (% pop.)	NEET ^(a) (% pop.)	Employment rate (% active)	Unemployment rate (% active)	Relaxed unemployment rate ^(b) (% expanded active)
Region	Kampala	73.2	20.7	12.3	21.7	84.3	15.7	23.9
	Central	81.1	19.7	8.8	11.8	95.5	4.5	9.4
	Eastern	81.1	28.0	7.1	8.9	97.4	2.6	5.6
	Northern	81.3	20.1	6.8	8.4	97.6	2.4	4.3
	Western	84.8	22.1	4.5	5.4	98.7	1.3	1.6
Migration status	Migrated	83.4	12.3	9.6	14.7	93.1	6.9	11.7
	Not migrated	81.1	25.1	6.5	8.2	97.3	2.7	5.1
Total		81.5	22.6	7.1	9.5	96.5	3.5	6.5

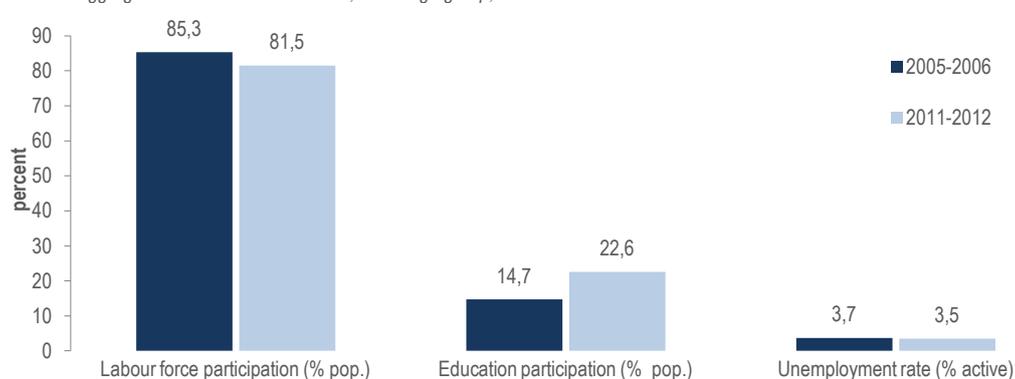
Notes: (a) NEET refers to youth who are not in education or employment. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed; (b) Relaxed unemployment considers both unemployed workers and all individuals who are not working and are available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

74. Aggregate labour market indicators for youth over the last six years suggest that young people are staying in education longer before joining the labour force. A comparison of the results of the Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012 shows that education participation has risen by eight percentage points and labour participation has fallen by four percentage points (Figure 27), indicating that Ugandan young persons are remaining in school longer and joining the labour force later. The youth unemployment rate, on the other hand, has not changed over the period.

Figure 27. Young people appear to be staying in education longer before entering the labour force

Trends in aggregate labour market indicators, 18-30 age group, 2005/2006-2011/2012



Source: UCW calculations based on Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

4.2 Determinants of youth employment

- Age, sex, place of residence, marital status, vocational training, labour market demand and household composition, *inter alia*, appear relevant in determining whether or not youth are employed.

75. **A number of factors appear to influence whether youth enter employment upon leaving education.** A regression model was estimated to assess the link between the probability of youth employment and a set of individual and household characteristics. Key results, reported in Table 14, are summarised below.

- *Youth age, sex and marital status.* The probability of employment rises with age. Female youth have a lower probability of employment, as they tend to specialize on domestic duties. Married youth are more likely overall to be employed, but the opposite pattern prevails for married *female* youth.
- *Internal migration.* Migrant status does not have a significant impact on the likelihood of employment when other individual and household characteristics are controlled for.
- *Education level.* Higher education *does not increase* the probability of employment. Indeed, youths with primary education are the only ones whose likelihood of being employed is significantly higher than that of non-educated youths.
- *Vocational training.* Youths who have learned a trade or technical skill at a vocational school/course (or from a friend or family member or from an NGO or community organization) are more likely to be employed than those who have not.
- *Household composition.* The likelihood of youth employment is also influenced by the number and ages of siblings within the household. Young persons with more 6-13 year-old siblings are more likely to work. These results suggest that young persons play an important role in helping maintain dependent children within their households.
- *Local labour demand.* Local labour demand⁵⁴ has a strong positive impact on the chances of youth securing employment, underscoring that youth employment is driven in important part by the state of the

⁵⁴ As proxied by the employment to population ratio of workers aged 31-55

broader labour market. Labour supply⁵⁵, on the other hand, does not appear to have a significant impact on the likelihood of youth employment.

- *Place of residence.* Youth living in urban areas are less likely than their rural counterparts to be employed, again reflecting underlying differences in the rural and urban labour markets for youth.

Table 14. Determinants of youth employment, marginal effects after probit estimation with robust standard errors, 18-30 year-olds not in education^(a)

Explanatory variables		dy/dx	z
Sex, migration status and marital status ^(b)	Female	-0.0427	-2.8
	Migrated	-0.0047	-0.4
	Married/Live together	0.0791	3.5
	Female* Married/Live together	-0.1524	-5.9
Youth educational level ^(d) and vocational training	Primary	0.0361	2.4
	Secondary not completed	0.0093	0.6
	Higher than secondary	0.0079	0.4
	Vocational ^(c)	0.0289	2.7
Household wealth ^{(e)56}	Household wealth.: quintile 2	0.0249	1.9
	Household wealth.: quintile 3	0.0052	0.3
	Household wealth.: quintile 4	0.0288	1.8
	Household wealth.: quintile 5	0.0225	1.5
Household characteristics	Household size	-0.0177	-5.6
	Number of children aged 0-5	0.0115	1.9
	Number of children aged 6-13	0.0229	3.7
Residence and local labour market indicators	Urban	-0.0820	-3.7
	Labour demand ^(f)	0.8648	2.5
	Labour supply ^(g)	-0.0076	-0.1

Notes: (a) Results that are significant at least five percent level of significance are denoted in bold; (b) Age controls are also included but not shown here; (c) Trade or technical skill acquired at vocational school/course, or learned from a friend or family member or from an NGO or community organization.; (d) Reference category is: Primary; (e) Reference category is: Household wealth quintile 1; (f) Labour demand is proxied by the adult (31-55 years) employment ratio; and (g) Labour supply is proxied by the youth (18-30 years) to adult (31-55 years) population ratio.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

⁵⁵ As proxied by the youth (18-30 years) to adult (31-55 years) population ratio

⁵⁶ The Uganda Labour Force and Child Activities (NLF&CAS) 2011/2012 does not collect information on household expenditure or household income to be used as a measure of welfare. In the cases of other surveys, such as the Demographic and Health Surveys, which also lack direct welfare information, a common solution has been to generate a wealth index using a principal components approach, following Filmer and Pritchett (2001). The approach involves constructing an index based as the first principal component of a vector of assets, including durables goods, housing characteristics, and access to utilities. The principal components approach involves defining the wealth index in terms of the first principal component of the variables used. The Wealth Index was constructed taking into consideration two sets of possible variables; housing characteristics, and service infrastructure.

4.3 Youth access to jobs

- Unemployment is an important concern in urban areas, particularly when unemployment is defined to include discouraged workers
- A high proportion of urban youth are also not in education, employment or training (NEET) and therefore at risk of social marginalisation.
- Rates of both unemployment and NEET are especially high for urban female youth.

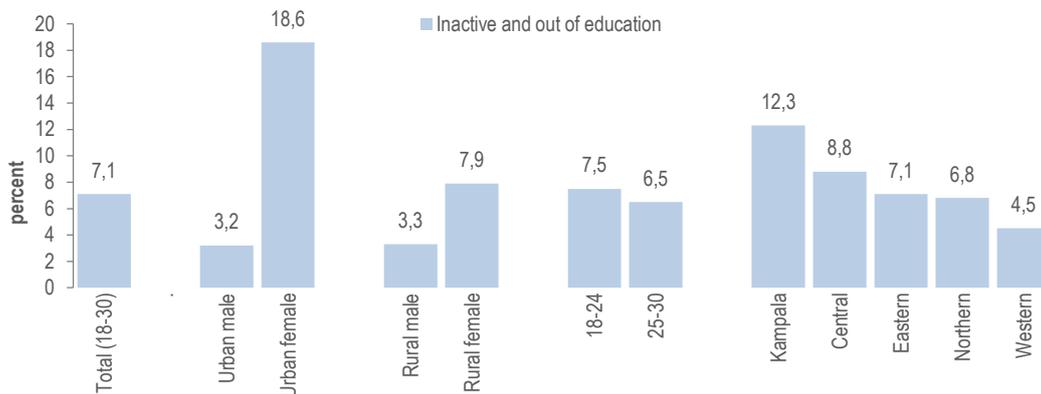
This section reports descriptive evidence of youth labour market challenges as reflected by lack of access to jobs. Two main groups of young people are looked at in this context: youth not in education and not in the labour force; and unemployed youth. Taken together, these groups constitute the “NEET” youth population.⁵⁷

Inactive and out of education

76. **Seven percent of all youths are inactive and out of education.** Inactivity is particularly high for female youth in urban areas: the share of urban female youth that are inactive and not in education is almost four times that of female youth in rural areas and six times that of male youth in rural areas.

Figure 28. Urban female youth are most likely to be inactive and out of education

Percentage of young people who are inactive and out of education, by sex, age range, residence and region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

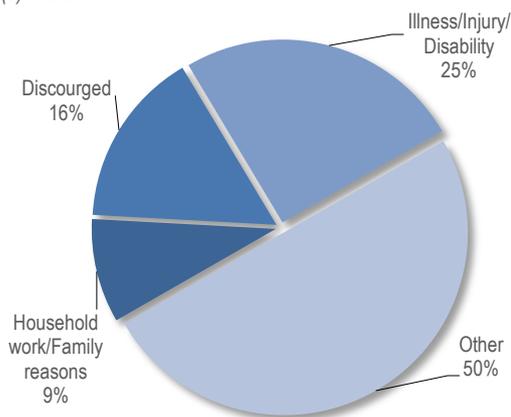
⁵⁷ NEET is an acronym for “not in employment, education or training”; NEET is increasingly being used as an indicator of youth marginalisation and labour market difficulties.

77. This difference is primarily a product of more female youth being out of education: rates of education participation are almost 12 percentage points lower for female youth aged 18-30 years than male youth in the same age range. Household work or other family motives are cited by 43 percent of female youth who are neither in the labour force nor in education but by only nine percent of their male peers (Figure 29).

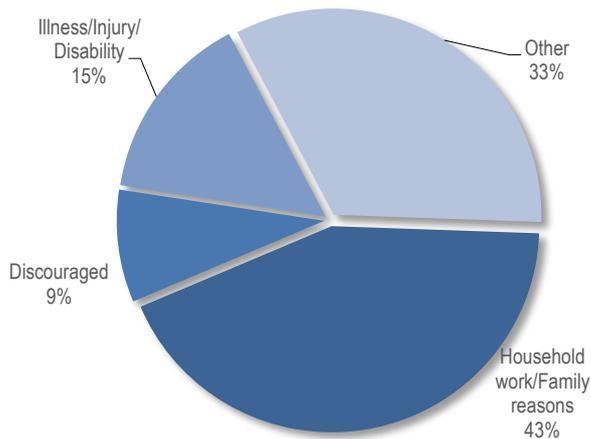
Figure 29. Household work and family factors account for most female youths who are inactive and out of education

Main activity and/or motive for being inactive and out of school (% distribution), by sex

(a) Male



(b) Female



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

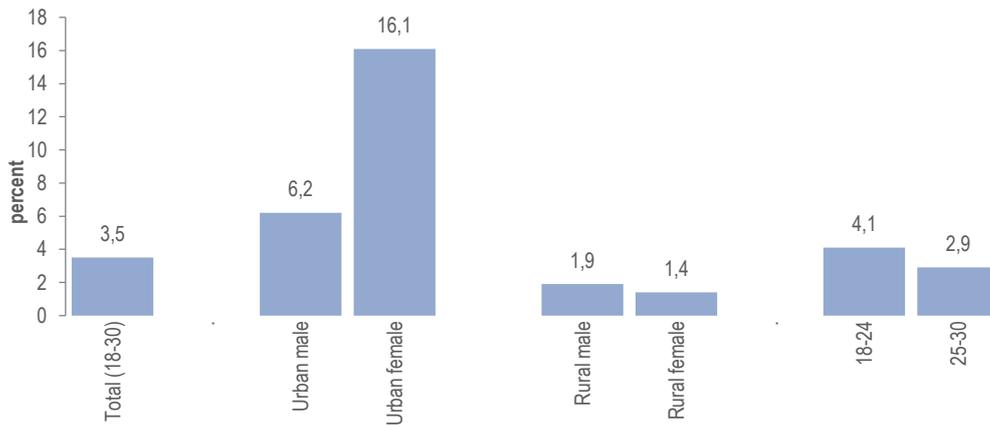
Unemployment

78. About four percent of young people in the labour force are without jobs. But this low overall unemployment rate disguises important differences by sex and residence (Figure 30). Unemployment rates are much higher in urban areas than in rural areas – almost 12 percent versus two percent. In

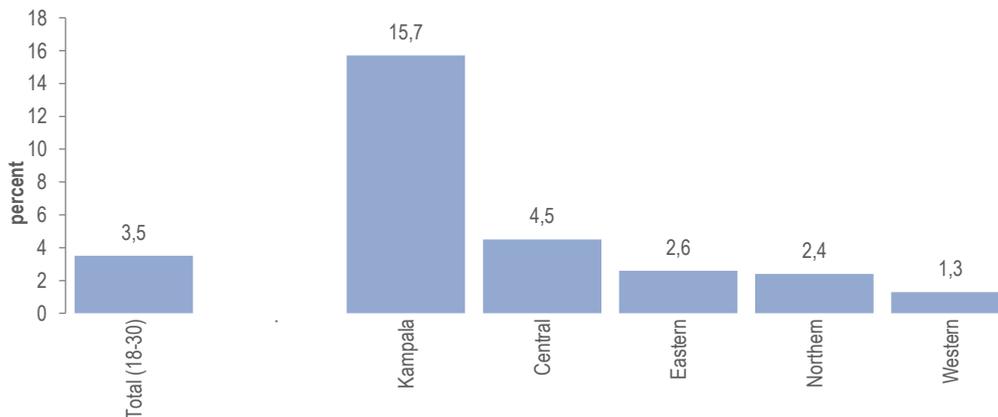
the capital city Kampala the unemployment rate is as high as 16 percent, while in other regions it varies from five percent in the Central region to one percent in the Western region. Within urban areas, the female youth unemployment rate is ten percentage points higher than that of males in the same age range.

Figure 30. Unemployment is highest among urban female youth and youth living in Kampala

(a) Unemployment rate (percentage of active population aged 18-30 years), by sex, age range, and residence



(b) Unemployment rate (percentage of active population aged 18-30 years), by region

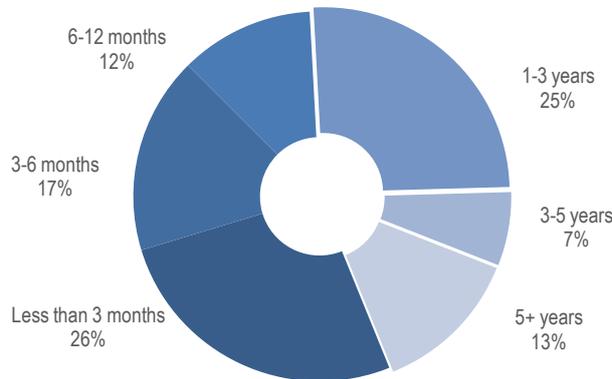


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

79. Unemployment spells are very long for many youth without jobs. As shown in Figure 31, almost half (44 percent) of unemployed youth have been without a job for at least one year and 20 percent have been without work for at least three years. Thirteen percent of young persons have been in unemployment for at least five years. The length of unemployment spells is important to determining the likely harm caused by unemployment. High outflows and short spell durations may merely reflect active search on the

part of youth for their “preferred” work, while the consequences of longer unemployment spells are likely to constitute a more serious policy concern.

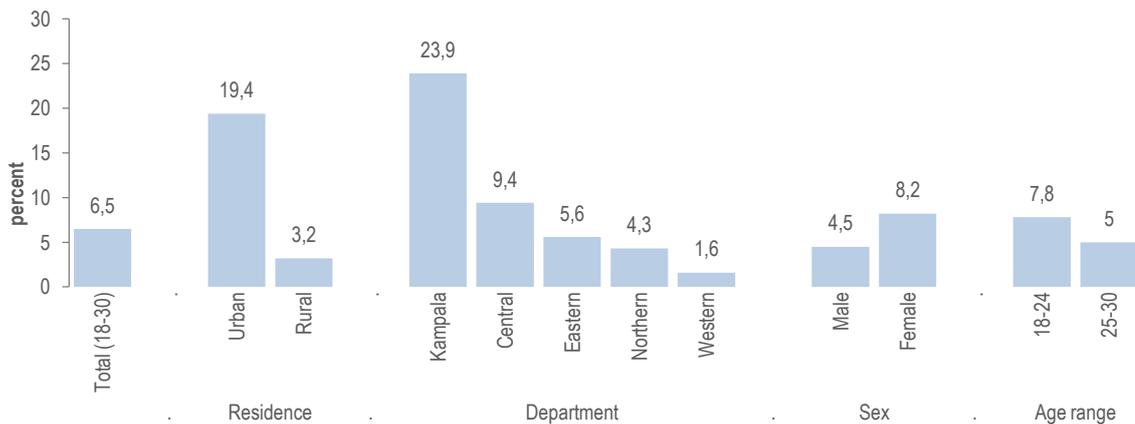
Figure 31. A significant share of unemployed youth have been out of work for an extended period of time
Distribution of unemployment duration, unemployed youth aged 18-30 years



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

80. Levels of “relaxed” unemployment among youth are much higher.⁵⁸ The relaxed unemployment rate stands at almost seven percent for the 18-30 years population as a whole, rising to 24 percent in the capital city of Kampala and to 27 percent for females in urban areas (see Figure 32).

Figure 32. Rates of unemployment are much higher when discouraged workers are also considered
Relaxed unemployment rate^(a) (percentage of expanded active population aged 18-30 years), by residence, region, sex and age



Notes: (a) Relaxed unemployment considers both unemployed workers and all individuals who are not working and available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

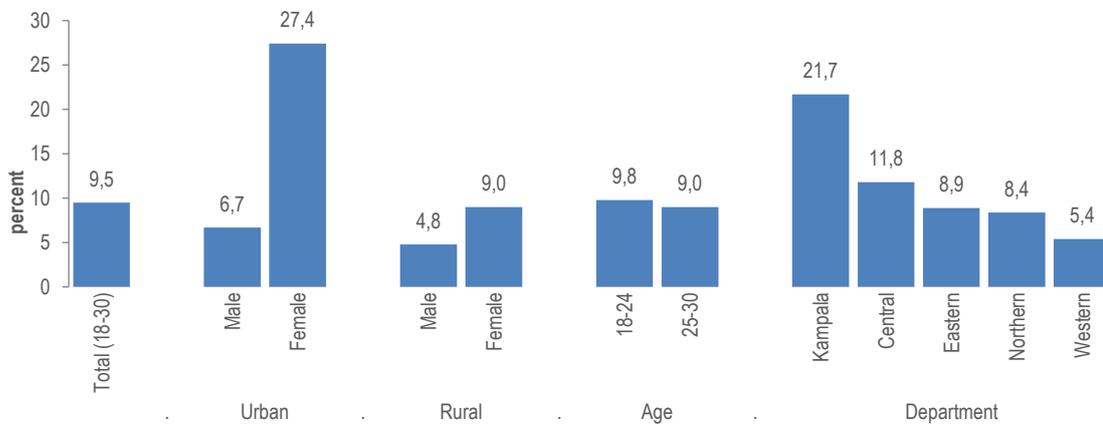
⁵⁸The “relaxed” youth unemployment rate is a more complete measure of the youth unemployment problem because it also captures discouraged workers, i.e. those available to work but who have given up actively seeking work. Relaxed unemployment considers both unemployed workers and all individuals who are not working, but would accept a job if offered. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available to work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises inactive individuals available to work and the active population.

Youth Not in Employment, Education or Training (NEET)

81. One of every 10 Ugandan young persons is not engaged in education, employment or training. The group of NEET youth consists of both youths who are unemployed and youths who are not in education or the labour force, and therefore NEET is a more comprehensive measure for assessing youth labour market difficulties. The share falling into the NEET category is much higher among female compared to male youth, due both to their higher unemployment and higher inactivity rates. NEET status is particularly pronounced for urban female youth, of whom more than one-quarter (27 percent) fall into the NEET category. NEET status is also much more common in the capital Kampala compared to other regions. Almost 22 percent of all youth in Kampala fall into the NEET category compared to only 12 percent of youth in the next-highest (Central) district.

Figure 33. Urban female youth and youth living in Kampala are most likely to fall into the NEET category

Percentage of young people in the NEET category, by sex, age range, region and residence



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

4.4 Youth job quality

- A variety of measures suggest that the quality of jobs held by Ugandan young people is generally low.
- Youth employment is dominated by informal, unremunerated work concentrated in the agriculture sector.

82. Labour force participation, unemployment and the other aggregate labour market indicators reported above provide only a very partial picture of the employment challenges facing young persons in Uganda. This is because in countries such as Uganda where poverty is widespread, most youth simply cannot afford to remain without work altogether and must accept jobs regardless of the conditions and pay associated with them. In this context, the key policy concern is not only whether young people are working but rather the *quality* of the jobs they hold, and the extent to which these jobs offer a path for advancement and route out of poverty. Job quality, however, is difficult to define and there is no single accepted indicator of job quality. In this section, data for a range of proxy indicators of job quality are reported in order to assess the quality of jobs secured by young Ugandans. These indicators include underemployment, sector and status in employment, non-farm employment and employment formality.

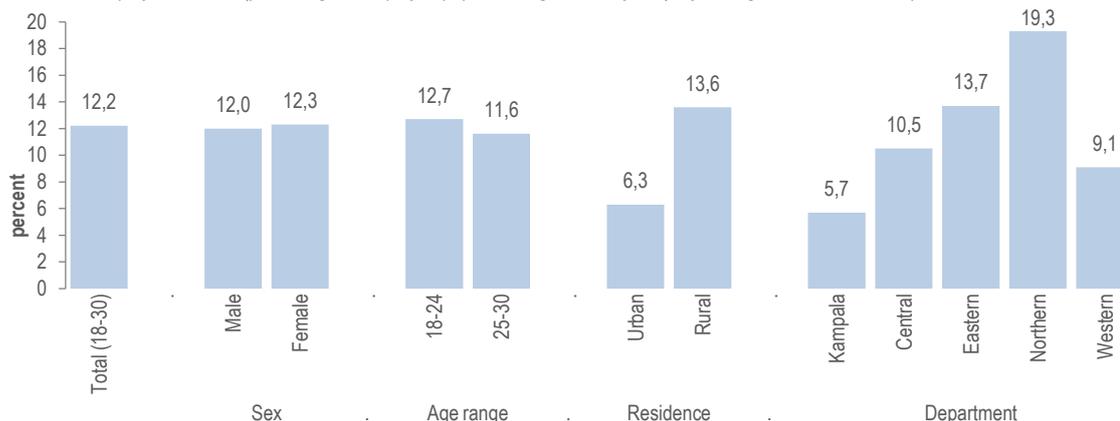
Underemployment

83. **Youth underemployment, sometimes referred to as “hidden unemployment”, affects 12 percent of employed youth in Uganda.** A person is considered in a situation of under-employment if he or she works less than 40 hours a week and would like to work more hours than he or she actually does.⁵⁹The Northern region, one of the least-urbanised regions, has the highest underemployment rate for employed youths (19 percent). The capital Kampala has the lowest rate of youth underemployment (six percent) but the highest rate of youth unemployment (16 percent). This suggests that while young people in the capital have greatest difficulty in securing jobs, these jobs are most likely to be full-time in nature. The opposite holds true in rural areas where unemployment is much lower, but where youths are more likely to be working fewer hours than they would like to, with presumably a negative impact on their earnings and living standards. Underemployment is seven points higher in rural areas than in urban areas (Figure 34).

⁵⁹Time-related underemployment, as the only component of underemployment to date that has been agreed on and properly defined within the international community of labour statisticians, is the best available proxy of the underutilized labour force. The time-related-underemployed as share of total employment is measured as those who work less than 40 hours per week and who want and are available to work more hours. The underemployment rate is defined here as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment.

Figure 34. Underemployment is also an issue for employed youth, especially in rural areas.

Youth underemployment rate^(a) (percentage of employed population aged 18-30 years), by sex, age, residence and department



Notes: (a) Information on underemployment does not cover employed in subsistence agriculture. The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment, in turn, if he/she works less than 40 hours a week and would like to work more hours.

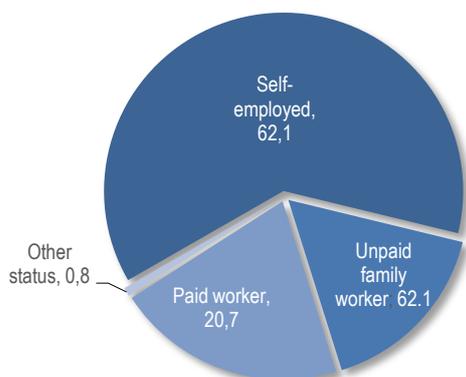
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Sector and status of employment

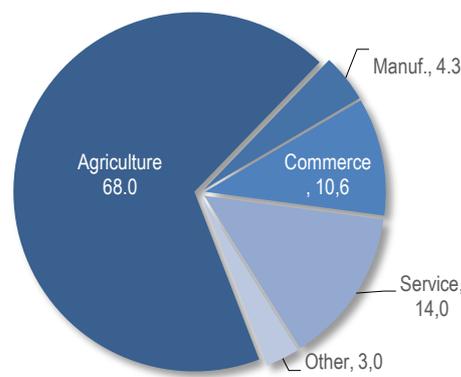
84. Youth employment is dominated by unremunerated work concentrated in the agriculture sector. Sixty-eight percent of youth workers are found in the agriculture sector, while the remainder are divided among the service sector (14 percent), commerce (11 percent) and manufacturing (4 percent) (Figure 35). The large majority (62 percent) of employed youth are in self-employment. The rest are found in unremunerated employment as unpaid family workers (16 percent) and paid employment (21 percent). Female youth are less likely to enjoy remunerated jobs and are more likely to be found in low-productivity subsistence agriculture (Table 15 and Table 16).

Figure 35. Only one fifth of youth workers are in paid employment

(a) % distribution of employed youth by status in employment



(b) % distribution of employed youth by sector of employment



Notes: (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table 15. Sector of employment, percentage of employed persons aged 18-30 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Agriculture	63.6	72	15.7	79	68
Manufacturing	5.1	3.7	9.9	3.2	4.3
Commerce	10.6	10.6	31.1	6.3	10.6
Service	14.9	13.2	36.9	9.2	14.0
Other sector ^(a)	5.8	0.5	6.5	2.3	3.0
Total	100	100	100	100	100

Notes: (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

85. The composition of youth employment differs significantly by residence. A larger share of employed rural youth is unsurprisingly in the agriculture sector, while the commerce and services sectors absorb relatively more urban youth. A relatively larger share of rural youth are in self-employment (65 percent) and in unremunerated family employment (18 percent), while a relatively larger share of urban youth work as paid employees (45 percent).

Table 16. Status in employment, percentage of employed persons aged 18-30 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Paid worker	27.3	14.7	45.1	15.6	20.7
Self-employed	56.6	67.2	47.5	65.2	62.1
Unpaid family work	15.3	17.4	6.5	18.5	16.4
Other status	0.9	0.7	0.9	0.8	0.8
Total	100	100	100	100	100

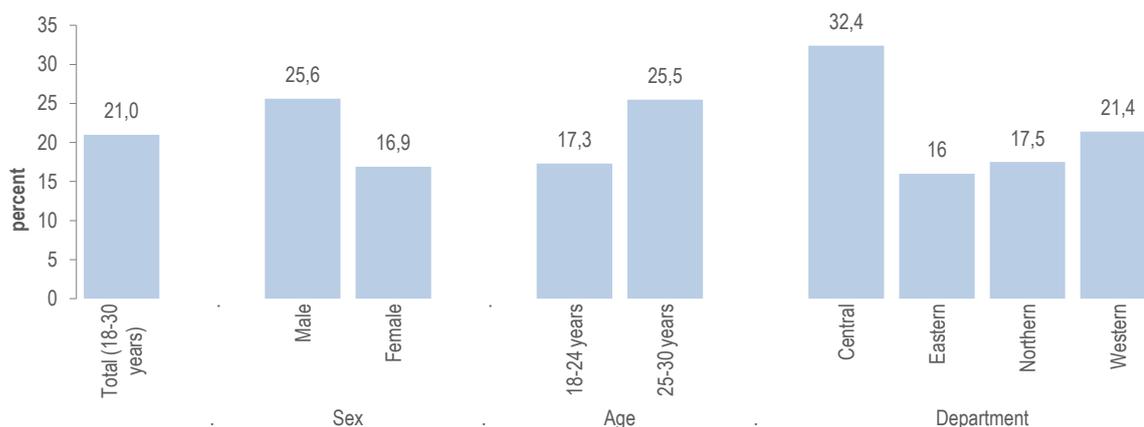
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Non-farm enterprise employment

86. **Only about one in five rural youth work off the farm.** Employment in *non-farm* enterprises is least common among rural youth workers at the lower end of the 18-30 years age spectrum (17 percent) and among female rural youth workers (17 percent)(Figure 36). The Central region stands out as having the highest levels of youth non-farm enterprise employment (32 percent). A wide body of evidence indicates that the productivity and profitability in *non-farm* enterprises is generally better than in the farm sector, as are average wages and working conditions.

Figure 36. Almost eighty percent of employed rural youth are still in farm employment.

Rural non-farm^(a) enterprise employment (percentage of employed rural youth), by sex, age range and department



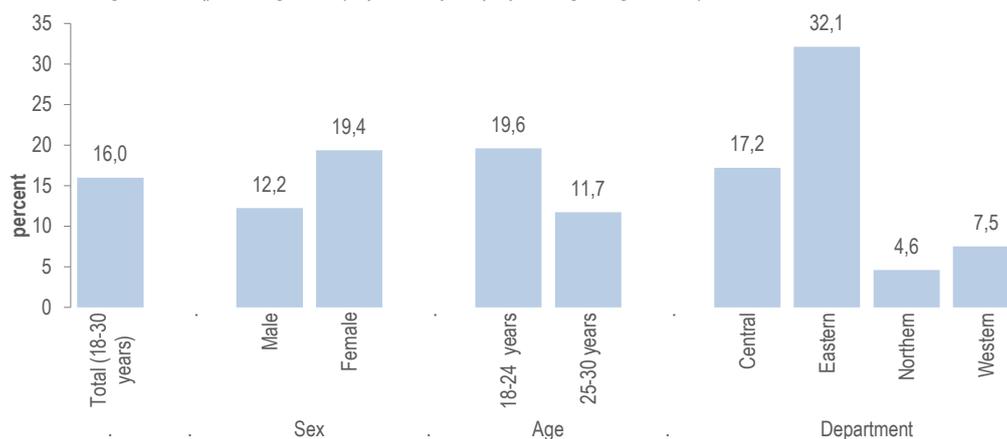
Notes: (a) Non-farm workers are defined as those working outside the agriculture sector.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

87. In rural areas 16 percent of employed youth are in subsistence agriculture⁶⁰, working on their own household farm for the household's final consumption. Female youths in employment are seven percentage points more likely to be in subsistence agriculture than their male counterparts. Subsistence agriculture absorbs up to 32 percent of youth employment in the Eastern region (Figure 37).

Figure 37. A high share of employed youth in rural areas are in subsistence agriculture

Subsistence agriculture^(a) (percentage of employed rural youth), by sex, age range and department



Notes: (a) The category "subsistence agriculture includes work in the household farm exclusively for the household's final consumption

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

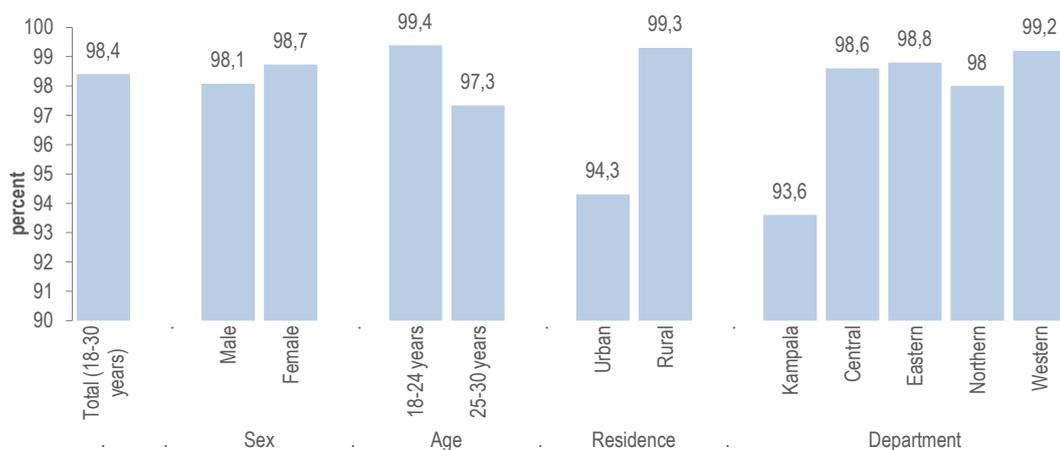
⁶⁰ A strict definition of subsistence agriculture is used, which excludes households producing mainly for household consumption but partly for sale/barter, as the data does not provide information on the percentage of the household agricultural production which is marketed. For this reason the figures on subsistence agriculture presented in this report are likely to be underestimated.

Employment formality

88. **Almost all employed youth are in informal employment**⁶¹. Ninety-eight percent of all youth jobs are informal in nature (Figure 38) and informality is remarkably high across all sub-categories of youth. In rural areas informality covers 99 percent of youth employment while in urban areas it covers 94 percent. Kampala, the capital city, has the lowest share of employed youths in the informal sector (94 percent) while informality stands at above 98 percent in other regions. The formality of employment is perhaps the best proxy for job quality, associated with more job stability, higher income and access to job benefits. The high rate of informality therefore highlights the fact that improving the quality of employment outcomes for youth remains a major challenge in Uganda.

Figure 38. The vast majority of employed youths are in informal employment

% of employed youth in informal employment, 18-30 years age group, by sex, age group, residence and department



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

4.5 Transitions to working life

- Transitions to working life are frequently lengthy, especially for youths in urban areas.

⁶¹ Informality is defined as including unpaid family workers, employees with no social security, paid leave or paid sick leave in case of illness or injury, and self employed whose business is not registered for income tax and is not organized in the form of an incorporated enterprise.

89. The discussion in this chapter has thus far focused on key outcome indicators of the transition to working life. In this section, attention turns to the some of the key characteristics of the transition process itself, making use of information from the ILO School-to-Work Transition Survey (STWT)⁶² programme.

90. Table 17 reports the transition status of young persons in the 15-29 years age range in Uganda and in the other Sub-Saharan Africa countries where the ILO School-to-Work Transition surveys have been implemented. Specifically, the table reports the shares of persons in the 15-29 years age range *no longer in education* who have (a) found a first job in the labour market, (b) who are in the process of transiting to a first job and (c) who have not entered the labour market but who have instead spent time performing chores within their own homes. The table also reports the remaining young persons in this age range who are outside the transition process, namely those (d) who are in still in school and therefore have not begun the transition and those (e) who have never been to school and therefore never technically transition *from school* to work.

Table 17. Transition status (first job), all youth aged 15-29 years, by country

Region	Country	Youth who have left education					Not defined	Total
		Transiting to economic activity		(c) Never in the labour force	(d) Youth who are still in education	(e) Youth who have never been in education		
		(a) Already transited to a 1 st job	(b) In transition to a 1 st job					
Sub-Saharan Africa	Benin	13.0	7.3	1.5	49.3	28.8	0.0	100
	Liberia	12.3	5.4	3.3	60.2	10.5	8.3	100
	Madagascar	47.8	0.3	1.9	22.2	14.8	13.1	100
	Malawi	47.7	1.3	10.4	36.2	4.5	0.0	100
	Tanzania	44.5	4.0	15.7	29.0	2.5	4.3	100
	Togo	33.8	6.7	1.9	39.9	15.9	1.9	100
	Total	48.1	1.9	5.0	39.5	4.2	1.4	100
Uganda	Male	45.3	2.2	2.1	45.9	3.2	1.4	100
	Female	50.6	1.6	7.7	33.7	5.2	1.3	100

Source: UCW calculations based on ILO School-to-Work Transition Surveys (SWTS).

91. Forty-eight percent of Ugandan youth aged 15-29 years have already transited to a first job, highest of the seven Sub-Saharan Africa (SSA) countries where data are available. An additional two percent of Ugandan youth are still in the process of transiting to a first job, and five percent of

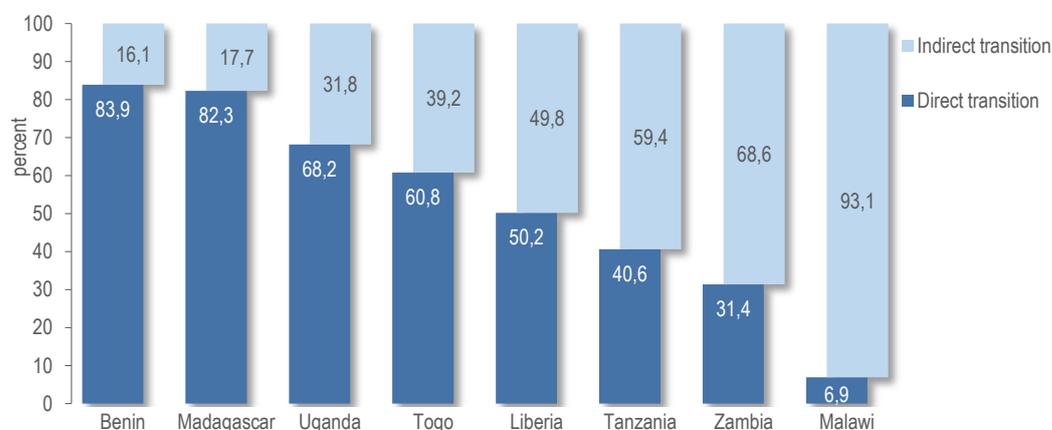
⁶²The ILO SWTSs provide a wealth of information on current and retrospective information on schooling and training, work, joblessness and job search experiences of youth aged 15-29. One unique feature of these data is that, in addition to recording spells out of and into employment, these data measure the quality of jobs, through both objective characteristics (i.e. type of contract, benefits, pay) and individuals' subjective evaluations (i.e. satisfaction and desire to change jobs).

youth have not entered the labour market but have instead spent time performing chores within their own homes. A relatively large share of Ugandan youth (39 percent) are also still in education and therefore by definition have not yet begun the transition from school to their first (post education) job. Finally, four percent of Ugandan youth in the 15-29 years age range have never been in education, the second-lowest share of the SSA included in the table.

92. The category of young persons that has already left school and transitioned to a first job in the labour market can tell us the most about the transition process. This is the group reporting having had at least one job at some point in time since leaving education (regardless of whether they currently hold a job). In Uganda, as reported above, 48 percent of youth have transitioned to the first job after leaving school.

93. How long does it take young persons to find an initial job after leaving school? An important distinction in addressing this question is between those transitioning directly from school to a first job and those not finding a job immediately. In Uganda, two-thirds of youth that have transitioned to a first job found that first job immediately, with no intervening period of unemployment, inactivity or involvement in household chores. As reported in Figure 39, this share is third-highest of the seven SSA countries where data are available. This high share of direct transmitters should not, however, be interpreted as positive *per se*, as it is likely driven in important part by poverty and by the consequent inability of many young persons to “afford” a period of unemployment or inactivity.

Figure 39. A large share of youth transition directly from education to work with no intervening period of unemployment or other activity
Youth transitioning directly and indirectly from education to work (% distribution), by country



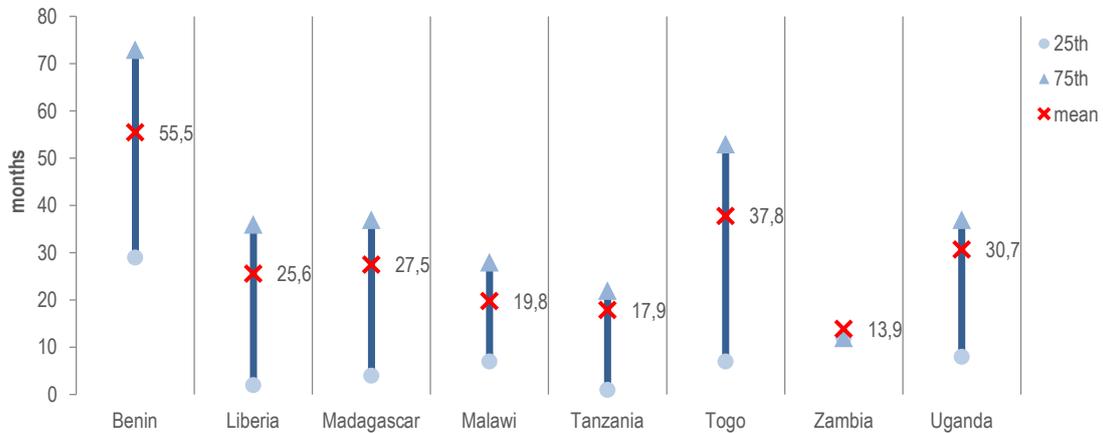
Source: UCW calculations based on ILO School-to-Work Transition Surveys.

94. Figure 40 reports the duration of the transition when those transitioning directly are excluded from consideration. In Uganda, the average transition

time is 31 months for those who do not find a job immediately upon leaving school, 3rd longest of the seven countries included. The variation around this mean, however, is large. The duration for the 25th percentile of the distribution is eight months but rises to 37 months for the 75th percentile.

Figure 40. Percentiles of transition time (in months) to first job by country, non-direct transitions

Percentiles computed on youth experiencing a non-direct transition and aged 15-29



Source: UCW calculations based on School-to-Work Transition Surveys.

4.6 Human capital and youth employment outcomes

- Many Ugandan young people have had little opportunity to acquire human capital: 69 percent have primary education or less.
- More educated young people face greater initial difficulty securing jobs, but the quality of the jobs they eventually do secure is better.

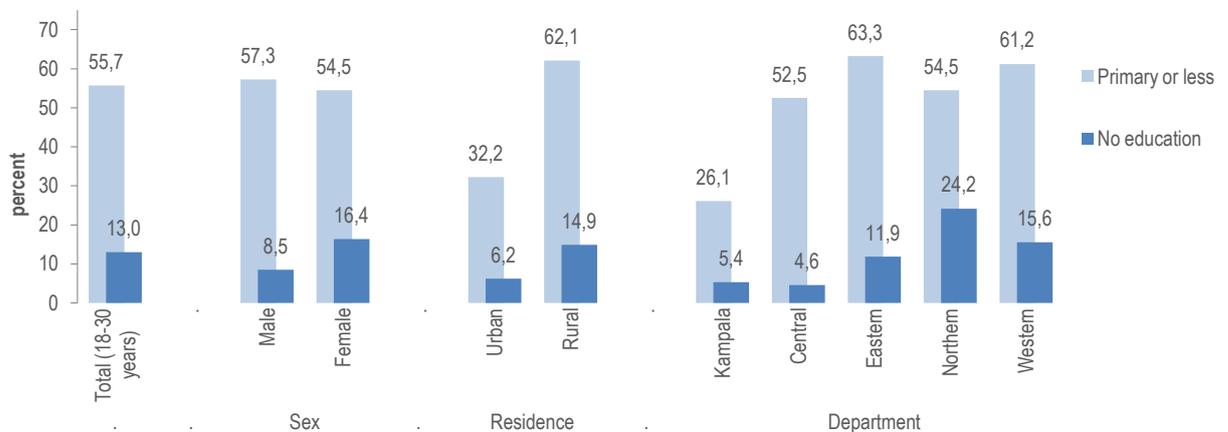
95. The most obvious connection between child labour and poor youth labour market outcomes is through compromised education. This section looks at the role of education in determining youth labour market outcomes.⁶³

96. **Levels of human capital remain low for many Ugandan young people, compromising their future prospects.** Almost 13 percent of young people not currently in education have no schooling and 56 percent have primary

⁶³ A lack of longitudinal data and/or of retrospective questions on involvement in work as children prevents exploring the link between youth employment outcomes and child labour involvement directly.

education or less. Female youth are particularly disadvantaged in this regard – the share of female youth with no education is eight percent higher than the share of male youth. Low human capital is especially pronounced in rural areas, where 15 percent of youth not currently in education have no schooling and 62 percent have primary education or less (Figure 41). A number of regions also lag behind national averages in this regard. The Northern region, for example, registers a very high percentage of youth with no education (24 percent). What is the impact of low human capital on youth employment outcomes? The descriptive evidence presented below suggests that more educated young people may face greater initial difficulty securing jobs, but that the quality of the jobs they eventually do secure is better.

Figure 41. Educational levels remain low for many Ugandan young persons
Educational attainment, non-student population aged 18-30 years, by sex, residence and department

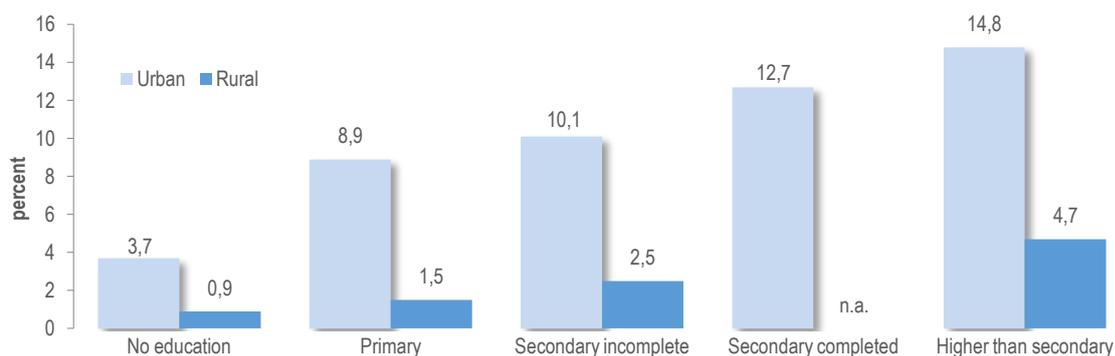


Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

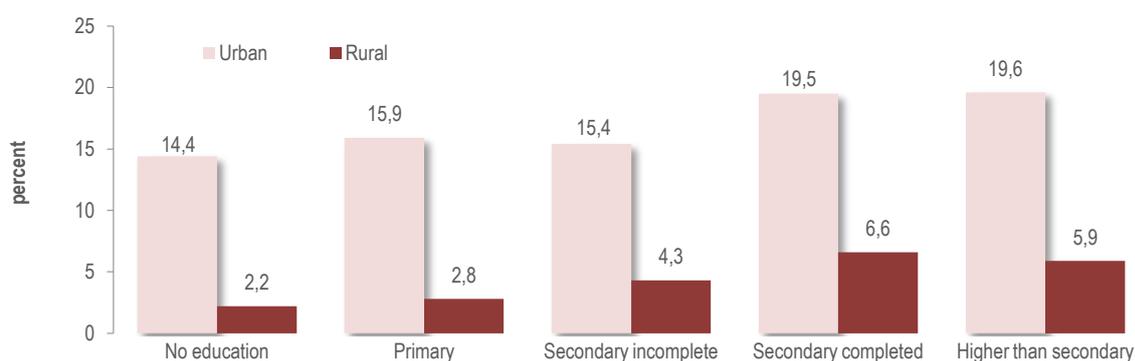
97. Unemployment is highest among youth with the most education. Youth unemployment in urban areas is nonetheless also a concern for youth with lower levels of education, particularly when unemployment is defined to include discouraged workers (Figure 42b). The higher rate of unemployment among most-educated youth is partially the product of the fact that this group by definition began its transition to work at a later age, and therefore has had a shorter length of exposure to the labour market and less time to secure employment. To the extent that youth education is correlated with household income, most-educated youth may also be more able to afford spells of unemployment. But the positive link between unemployment and education levels may also be a reflection of mismatches between the skills produced by the education system and those needed in the labour market, and of the need for better mechanisms for bringing together young skilled job seekers and employers.

Figure 42. Unemployment is higher among more educated youth

(a) Unemployment rate (% of active population not in education) by level of education attained and residence



(b) Relaxed unemployment rate^(a) (% of expanded active population not in education) by level of education attained and residence



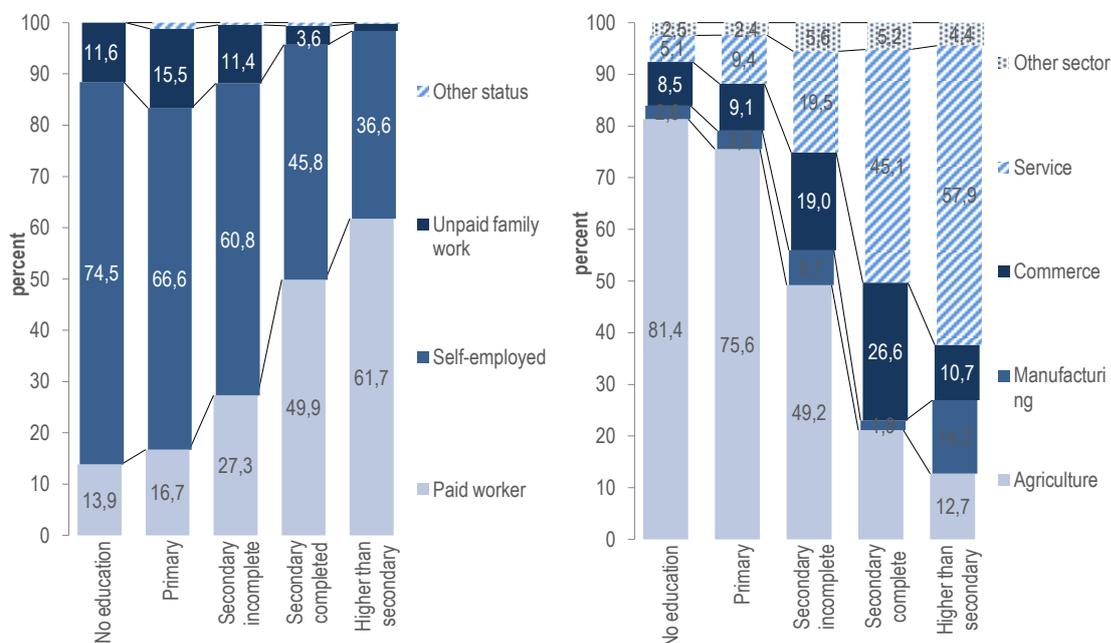
Notes: (a) Relaxed unemployment considers both unemployed workers and all individuals who are not working, searching job or/and would accept a job if offered. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available to work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

98. **Level of education is clearly linked with job quality.** Figure 43 shows that the likelihood of paid work and of work in the tertiary services sector both rise consistently with more education. Similarly, Table 18 indicates that more educated youth are more likely to enjoy formal employment.

Figure 43. More education is associated with greater involvement in paid work in the tertiary sector

(a) Percentage distribution of employed youth not currently in education by education level and status in employment

(b) Percentage distribution of employed youth not currently in education by education level and sector of employment^(a)



Notes: (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table 18. Education level and employment formality, non-student employed youth aged 18-30 years

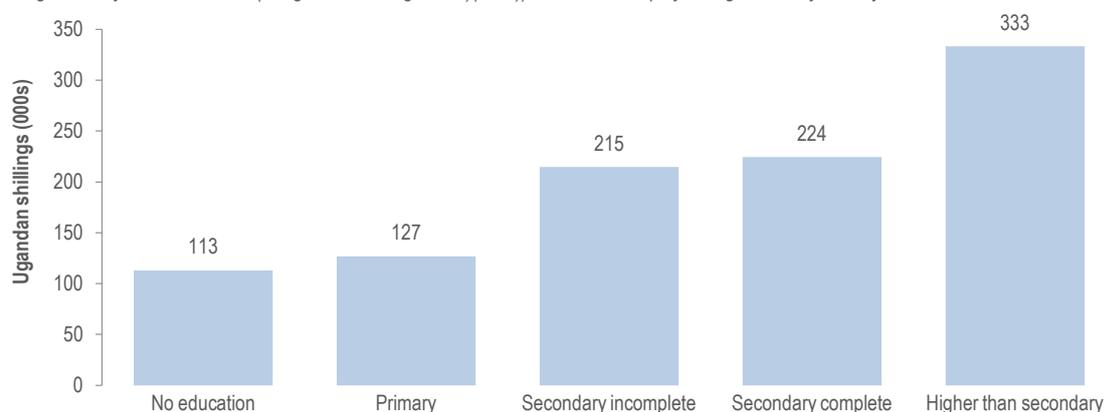
Category	Education level (distribution across formality categories)					Total
	No education	Primary	Secondary incomplete	Secondary completed	Higher than secondary	
Formal ^(a)	0.4	0.4	2.6	3.2	12.5	1.7
Non-formal ^(b)	99.6	99.6	97.4	96.8	87.5	98.3
Total	100	100	100	100	100	100

Notes: (a) Informality is defined as including the following: unpaid family workers, employees with no social security, paid leave or paid sick leave in case of illness or injury and self employed whose business is not registered for income tax and is not organized in the form of an incorporated enterprise.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

99. **Higher education is associated with a very large earnings premium.** Figure 44 shows that successive levels of educational attainment are associated with higher earnings. The moves from primary to secondary and from completed secondary to tertiary education are associated with especially large jumps in earnings.

Figure 44. More education is associated with higher levels of earnings

Average monthly labour income⁽¹⁾ (in Ugandan Shillings-UGX)(000s) non-student employees aged 18-30 years, by education level



Notes: (1) Average labour income is calculated for all young employees with non-zero labour income.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

100. **Econometric evidence confirms the importance of education as a determinant of earnings.**⁶⁴ Estimation results⁶⁵, reported in Table 19, indicate that, youth with primary education can expect earnings 23 percent higher than their peers with no education while youth with secondary or higher education can expect 84 percent higher earnings compared to their uneducated peers. It is interesting to note that vocational education, on the other hand, is *not* associated with an earnings premium. Table 19 also shows that earnings rise with age and that married youth enjoy higher earnings. The gender disparities in earnings are very large, even controlling for education levels and other factors – male youth can expect 26 percent higher earnings than female youths. Finally, earnings depend on the area of residence; employment in urban areas is associated with significantly higher earnings relative to earnings in rural areas.

⁶⁴ The Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012 does not provide information on earnings for other categories of status in employment.

⁶⁵ A wage equation was estimated in order to assess the importance of education and other individual and household characteristics on earnings of employees

Table 19. Determinants of earnings,^(a) results of OLS estimation with robust standard errors, working pop. aged 15-60 years

Variables		Logarithm of earnings ^(b)	Standard errors
Age, gender, migration status and marital status	Age	0.0696***	(0.0166)
	Age squared	-0.0008***	(0.0002)
	Male	0.2681***	(0.0591)
	Migrated	0.0110	(0.0609)
	Married	0.1784***	(0.0678)
Household characteristics	Head of the household male	0.1426*	(0.0752)
	Household size	-0.0238**	(0.0095)
	Tap water	0.0315	(0.0669)
	Electricity	0.2949***	(0.0698)
	Own livestock	0.0419	(0.0587)
Level of education attained ^(c) and vocational	Primary	0.2318**	(0.0963)
	Secondary or higher	0.8397***	(0.1030)
	Vocational	-0.0154	(0.0622)
Sector of employment ^(d) and working hours	Weekly working hours	0.0024*	(0.0012)
	Manufacturing	0.0107	(0.1118)
	Services	0.1320	(0.0899)
	Other	0.3791***	(0.0975)
Residence	Urban	0.1647**	(0.0742)
Region ^(e)	Central	0.0389	(0.0662)
	Eastern	-0.0140	(0.0960)
	Northern	0.1573	(0.1056)
	Western	0.1203	(0.0839)
Constant		9.2654	(0.2991)

Notes: (a) Dependent variable is logarithm of earnings (b) significance level *** p<0.01, ** p<0.05, * p<0.1; (c) Reference category: No schooling; (d) Reference category: Agriculture; and (e) Reference category: Kampala.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

101. In summary, the balance of evidence points to substantial returns to education in the Ugandan labour market. While high unemployment levels indicate that educated young people have greater initial difficulty in securing jobs, the jobs that they do eventually secure are likely to be of better quality and, in the case of those with higher education, are significantly better paid. This in turn has important implications in terms of trade-offs between child labour and education earlier in the lifecycle. Theory and evidence suggests that positive returns to education can have an important feedback effect on parents' decisions to invest in children's education.⁶⁶ In situations where there are opportunities for better paid jobs for educated young persons, parents have greater incentive to invest in their children's schooling, and to *not* send their children to work prematurely.

⁶⁶ See, for example, the discussion on this point in: UCW programme, *Joining Forces Against Child Labour. Inter-agency report for The Hague 2010 Global Child Labour Conference*, Rome, May 2010.

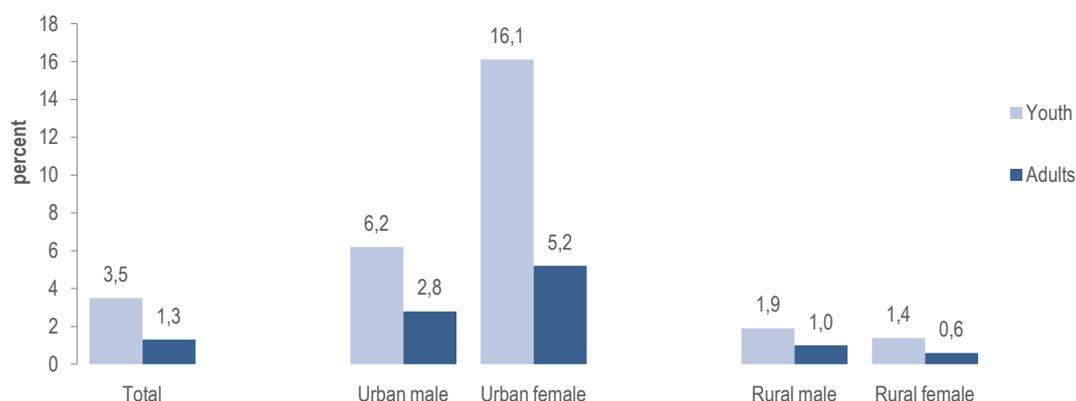
4.7 Relative position of youth in the labour market

- Young persons appear to fare worse than their adult counterparts in terms of both job access and job quality

102. Comparing the labour market status and job characteristics of young persons and adults provides an indication of the extent to which young workers are disadvantaged in relation to their adult counterparts in securing quality jobs.

103. **The youth unemployment rate is higher than the adult rate, although unemployment is relatively low for both groups.** Four percent of active youth are unemployed against only one percent of adults. Female active youths appear even more disadvantaged in terms of unemployment rate with respect to adult females (4.3 percent against 1.2 percent), especially in urban areas (16.1 percent against 5.2 percent). The same pattern holds when discouraged workers are included in the calculation of unemployment (not shown). These figures suggest the existence of special barriers to youth employment in Uganda, especially for female youths in urban areas, which need to be addressed by policy makers.

Figure 45. Young people in the labour force face a higher risk of unemployment than their adult counterparts
Unemployed population as a percentage of active population (strict unemployment rate), youth and adult workers



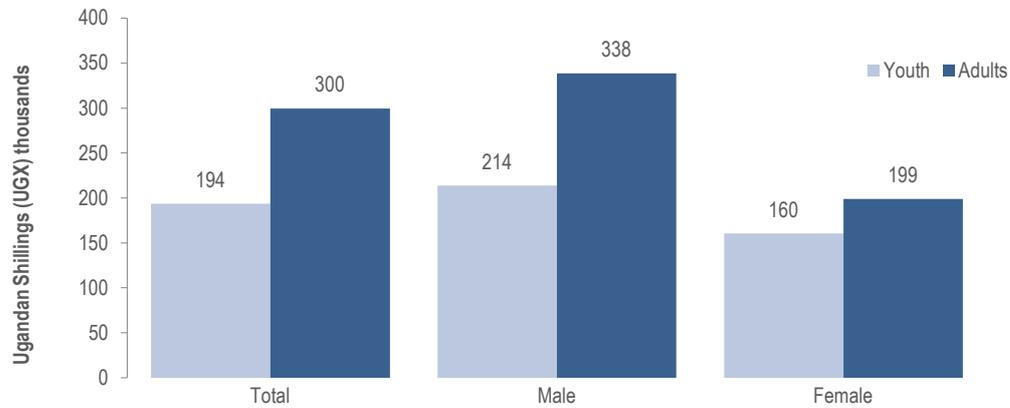
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

104. **The jobs held by young workers appear to be of poorer quality.** Employed youth are slightly more likely than their adult peers to be underemployed (12 versus 10 percent) and much more likely to work in low-productivity unremunerated family work (16 percent versus six percent) (Appendix Figure

A13). Earnings levels for young workers in paid employment are considerably lower than for their adult counterparts (UGX 194 versus UGX 300) (Figure 46). Both youth and adult workers are heavily concentrated in the informal sector (98 percent and 97 percent, respectively).

Figure 46. Young people earn less compared to their adult counterparts

Average labour income,^(b) youth and adult employees



Notes: (b) Average labour income is calculated for all employees with non-zero labor income.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Chapter 5.

NATIONAL RESPONSES TO CHILD LABOUR AND YOUTH EMPLOYMENT CONCERNS

5.1 Responses to child labour

Legal framework for responding to child labour

105. The Government of Uganda has put in place a legal framework for protection of children against child labour including the worst forms of child labour. Uganda has ratified important international conventions⁶⁷ and is also party to international commitments regarding orphans and vulnerable children.⁶⁸ To fulfil the commitments of ILO Convention 182 on the prohibition of the worst forms of child labour, the Government defined the types of hazardous work for children. The government has developed relevant national laws for protection of the rights of children, including child labour. Principal among these are the following:

- **The National Constitution:** The 1995 Constitution of the Republic of Uganda provides the overarching legislative framework for protection of the rights of children in Uganda. Article 34 (4) of the Constitution provides for the protection of children against social and economic exploitation. It further prohibits the employment of children in work that is likely to be hazardous or interfere with their education or is harmful to their health or physical, mental, spiritual, moral, and /or social development.
- **Employment Act No. 6 of 2006:** The Employment Act of 2006 prohibits employment of children in any work, which is dangerous or injurious to the child's health. Sec.32 (1) of the Act states that, "a child under the age of twelve shall not be employed in any business, undertaking or work place". Clause 2 of the same section states that, "a child under age of fourteen years shall not be employed in any business, undertaking or

⁶⁷ Including the Minimum Age of Employment, 1973, (No. 138); the Worst forms of Child Labour Convention, 1999, (No. 182); The United Nations Convention on the Rights of the Child (UNCRC) 1989; The Optional Protocol to the CRC on Combating the use of Children in Armed Conflict; The Optional Protocol on the Sale of Children, Child Pornography, and Child Prostitution; and The African Charter on the Rights and Welfare of Children.

⁶⁸These include declaration of the commitment on HIV/AIDS, UNGASS on HIV/AIDS 2001, a world fit for children declaration 2001 and the Millennium Declaration that was launched at the UN Summit in September 2000.

workplace, except for light work carried out under supervision of an adult aged over eighteen years, and which does not affect the child's education". Furthermore, Sec.32 (4) prohibits the employment of a child in any employment or work that is injurious to his or her health, dangerous or hazardous or otherwise unsuitable. Sec.32 (5) prohibits the employment of children at night (7.00 pm to 7.00 am).

- **The Children's Act Cap 59:** The Children's Act Cap 59 adopts the principles of the international and regional instruments on the rights of the child that Uganda has ratified. Regarding the employment of children, Section 109 of the Act states that no child shall be employed or engaged in any activity that may be harmful to his or her health, education, mental, physical and/or moral development.

106. Other laws that have a bearing on prevention of child labour include the Mining Act (2005) that protects children from working in mines, the Trafficking in Persons Act (2009)⁶⁹ and the Penal Code Act 120 (amended 2007).⁷⁰

National policy framework for child labour

107. The **National Development Plan (2010/2011-2014/15)** highlights strategies aimed at promoting access to education and skills development and consequently addressing child labour. The NDP prioritizes 8 thematic areas for national transformation and development: (a) increasing household incomes and promoting equity, (b) enhancing the availability and quality of gainful employment, (c) improving stock and quality of economic infrastructure, (d) increasing access to quality social services, (e) promoting science, technology, innovation and ICT to enhance competitiveness, (f) enhancing human capital development, (g) strengthening good governance, defence and security, and (h) promoting sustainable population and use of the environment and natural resources (NPA 2010).⁷¹

108. Some of the key policies and programmes that have been put in place to directly address child labour include the National Child Labour Policy, the National Action Plan for Elimination of Worst Forms of Child Labour and the Orphans and Other Vulnerable Children's (OVC) Policies discussed below.

⁶⁹ The Trafficking in Persons Act, 2009, provides for the protection of both children and adults from trafficking which leads to various forms of exploitation and other insidious human rights abuses

⁷⁰ Penal Code (Amendment Act) 2007, Acts Supplement No.4 to the Uganda Gazette No. 43 Volume C, Dated 17th August 2007. Entebbe: UPPC, by Order of Government. The Penal Code Act makes it an offence to induce a person to give up himself as a slave or to unlawfully compel another to labour against his free will. The Penal Code Act 120 (amended 2007) criminalizes abduction, child trafficking and commercial sexual exploitation of children.

⁷¹ NPA (2010), *The National Development Plan*, National Planning Authority, Ministry of Finance, Planning and Economic Development, Kampala.

109. **The National Child Labour Policy (2006):** The objective of the Child Labour Policy is to integrate child labour concerns into national, district and community development programs, establish legal, legislative and institutional frameworks for combating the Worst Forms of Child Labour (WFCL), and to stimulate collective and concerted mobilization against child labour at all levels. To operationalize the policy, with the support of ILO/IPEC, a National Action Plan (NAP) for the Elimination of Worst Forms of Child Labour was developed and launched in August 2012 (see below). The Ministry of Gender, Labour and Social Development is charged with the implementation of the National Child Labour Policy in collaboration with line Ministries particularly Ministry of Education and Sports, Ministry of Local Government, the workers and employers organization and the civil society (MGLSD 2006)⁷².

110. **The National Action Plan for the Elimination of Child Labour (2012/13-2016/17):** Developed in 2012 by the Ministry of Gender, Labour and Social Development, with support from ILO/IPEC and input from national stakeholders,⁷³ the National Action Plan (NAP) for Elimination of the Worst Forms of Child Labour aims at operationalizing the National Child Labour Policy (2006). The overall goal of the NAP is to eliminate worst forms of child labour while at the same time laying a firm foundation for eradication of all other forms of work that affect the overall wellbeing and development of children. The NAP prioritizes 5 key strategies for preventing and addressing child labour:

- access to education and vocational training;
- strengthening household livelihoods through alternative forms of incomes for families affected by the worst forms of child labor;
- advocacy and awareness raising;
- strengthening the capacity of relevant institutions, reviewing the legal framework as well as improving coordination and tri-partism to enable effective delivery of programmes for elimination of child labour, strategies for addressing child labour; and
- withdrawing rehabilitating, and integrating children in the worst forms of child labour and instituting programmes for sustainable livelihoods.

⁷²MoGLSD (2006), *The National Child Labour Policy*, Ministry of Gender, Labour and Social Development. Kampala

⁷³The development of the NAP was a participatory and consultative process that sought views from officials from Ministry of Gender, Labour and Social Development (MGLSD) in collaboration with key government line ministries including Ministry of Education and Sports (MoES), Ministry of Local Government (MoLG) and Ministry of Agriculture, Animal Industry and Fisheries (MAAIF), employers and workers organizations including FUE, NOTU, COFTU UNATU. Others were UNICEF, the civil society, district officials and community members.

111. The NAP represents a robust policy framework for the operationalization of the Child Labour Policy (2006), providing a framework for actions by different stakeholders and spelling out the roles and responsibilities for each. The total budget for the NAP is UGX510.1 billion for five years. However, limited funding from the government and lack of a clear resource mobilization strategy undermines its effective implementation.

112. **The Orphans and Other Vulnerable Children's (OVC) Policy:** With the overarching goal of attaining “full development and realization of rights of orphans and other vulnerable children”, the main thrust of the OVC policy is to reduce vulnerability of OVC, ensuring social inclusion of marginalized groups, and ensuring participation of OVC and their families. The OVC policy mentions working children as one vulnerable category and highlights education and child protection as some of the key priority policy strategies.

113. **National Social Sector Programme Plan for intervention (NSPPI-2) for Orphans and other Vulnerable Children:** NSPPI-2 is designed to target particularly the critically and moderately vulnerable children who constitute 51 percent of the child population in Uganda. It has a budget of UGX 3.3 billion for five years and is mainly funded by USAID. Worst forms of child labour (WFCL) and hazardous work are key categories of vulnerable children targeted by the NSPPI-2. The key objectives and core programme areas of NSPPI-2 are all relevant to efforts against child labour:

- strengthening the capacity of families, caregivers and other service providers to protect and care for orphans and other vulnerable children;
- expanding access to essential services for orphans and other vulnerable children, their caregivers and families/households (including education, food and nutrition security, health, water, sanitation, and shelter, psychosocial support and basic care);
- increasing access to protection and legal services for orphans and other vulnerable children, their caregivers and families/households; and
- strengthening the institutional, policy, legal and other mechanisms that provide supportive environment for a coordinated OVC response.⁷⁴

Improving school access and quality

114. **Education Sector Strategic Plan 2004/05-2014/2015 (ESSP):** The ESSP is designed to contribute to the Millennium Development Goals (MDGs) and

⁷⁴ MoGLSD (2012), *National Social Sector Programme Plan for intervention*, Ministry of Gender, Labour and Social Development, Kampala.

Education for All (EFA) goals.⁷⁵ The ESSP thus aims to support programs targeted to disadvantaged children and youth, lower costs of education by allocating capitation grants to schools through taking into account the differences among schools in the populations they serve, lower social-cultural barriers to girls' attendance, expand and improve primary school facilities and increase equitable participation in a coherent and flexible post-primary system. Under the ESSP, the MoES also plans to reconfigure post primary education sector to align it with the labour market requirements. Efforts have also been made by the government to increase budgetary allocation to the education sector. The Ministry of Finance, Planning and Economic Development anticipated that the budget for education will increase by 76 percent between 2003/04 and 2013/14. The share of education in the total government expenditure is expected to increase from 19 percent to 21 percent between 2003/04 and 2013/14

115. The National Integrated Early Childhood Development Policy (IECD): The IECD policy aims at harmonizing the existing ECD initiatives for holistic service provision, set standards and guidelines for equitable access to quality and relevant ECD services, and strengthen institutional capacity of ECD Systems for quality and sustainable ECD services (MGLSD 2012).⁷⁶ The policy will promote Early Childhood Education by establishing an Early Childhood Development (ECD) centre at every primary school to allow for easy access of ECD Services by all children and caregivers but also easy transition to primary level education. Although the development of the IECD policy is a positive step towards creating strong foundations for children, there is need to develop a National Action Plan that will provide a framework for mobilizing resources for the implementation of the policy.

116. Universal Primary Education (UPE) and Universal Secondary Education (USE) policies: The introduction of Universal Primary Education (UPE) in 1997 resulted in a surge of enrolments in primary school from 3.1 million in 1996 to 7.4 million in 2008 (UBOS 2009⁷⁷). Uganda was one of the first countries in Sub-Saharan Africa to introduce Universal Secondary Education (USE) policy in 2007. Although enrolment has increased dramatically since 2008, primary school completion rates remain relatively low at 47 percent. With the low

⁷⁵ MoES (2004), *Education Sector Strategic Plan 2004/05-2014/2015*, Ministry of Education and Sports, Kampala

⁷⁶ MGLSD (2012), *The national Integrated Early Childhood Development Policy*, Ministry of Gender, Labour and Social Development, Kampala.

⁷⁷ UBOS (2009), *The 2009 Statistical Abstract*, Kampala. UBOS

supply of government secondary schools, almost half of secondary students attend private schools (IYF 2011⁷⁸).

Expanding second chance learning opportunities

117. Second chance programmes provide opportunities for children who are engaged in child labour to be reintegrated into school and eventually transit to formal schooling. There have been a number of second chance programmes implemented in Uganda, although not all remain active and those that are still operational cover only a minority of those in need.

- **Child Centered Alternative Non-formal Community-based Education (CHANCE):** Since 1999, Save the Children in partnership with the district local governments of Central Region⁷⁹ and other stakeholders has implemented the CHANCE programme targeting children in hard to reach communities without any formal schools or basic social services. As of October 2012, over 5,000 children were accessing quality basic and early childhood education, 94 NFE teachers had been trained in professional teaching methodologies, certified and recruited by government and 41 CHANCE centers had been coded by government and included on the list of schools to receive grants and support from governments.
- **Alternative Basic Education for Karamoja (ABEK):** ABEK, a collaboration between Save the Children, UNICEF and the Ministry of Education and Sports (MoES),⁸⁰ was introduced in 1998 to bridge the gap between formal public schools and the semi-nomadic pastoral lifestyle of Karamojong children. ABEK learning centers are managed by a learning center committee which identifies the school location and recruits and manages local teachers/facilitators.⁸¹ An evaluation conducted by Save the Children in 2011, however, indicated that levels of literacy and numeracy were low in the ABEK centers, that the learning environments were not always safe and child-friendly, that participation was limited primarily to girls while boys continued to engage in herding, and that transition into primary schools could not be ascertained because of the limited record keeping. Although the programme has been embraced

⁷⁸ International Youth Foundation (2011), *Navigating Challenges. Charting Hope. A Cross-Sector Situational Analysis on Youth in Uganda*

⁷⁹ Luwero, Nakaseke Nakasongola and Wakiso districts.

⁸⁰ The local government of the 6 districts of Kotido, Kaabong, Moroto, Napak, Nakapiripirit and Amudat are also involved in the implementation of the programme.

⁸¹ Retrieved from: http://www.savethechildren.ug/index.php?option=com_content&view=article&id=162&Itemid=271 on 15th June 2013. Save the Children Norway (2011), *A review of the Alternative Basic Education program in Karamoja*. Save the Children Norway. Kampala

and supported by the community, the sustainability of the programme is uncertain since it is mainly dependent on support from Save the Children.

Expanding social protection and basic services

118. **Expanding Social Protection Programme (ESP).** The government has prioritized social protection as a key strategy for poverty reduction. The Expanding Social Protection Programme (ESP) by the Ministry of Gender, Labour and Social Development is aimed at “embedding a national social protection system that benefits the poorest as a core element of Uganda’s national policy, planning and budgeting processes”. The programme is responsible for developing and implementing a national social protection framework for Uganda, including strengthening the capacity of the government to deliver it.

119. **Social Assistance Grants for Empowerment (SAGE).** Initiated in 2011, the Social Assistance Grants for Empowerment (SAGE) aimed at addressing risk, vulnerability and shocks that affect vulnerable households. SAGE is implemented by the Ministry of Gender, Labour and Social Development as part of the Expanding Social Protection Programme and is overseen by a multi-institutional Steering committee.⁸² SAGE comprises two grants: **Senior Citizens Grants (SCGs)** and the **Vulnerable Family Grants (VFGs)**. During its initial five years, the programme will be supported by international partners, in particular DFID, Irish Aid and UNICEF with a total funding of £41 million and by a contribution of Uganda Shillings 31 billion from the Government of Uganda (ESP 2012⁸³). The SAGE programme aims to reach 600,000 people in 95,000 households at pilot (2011–2015). This represents approximately 15 percent of households in the pilot districts.⁸⁴

120. The Senior Citizens Grants target older persons aged 65 years and above (60 years in the case of Karamoja region). The Vulnerable Family Grants are household grants targeted to households with extreme labour capacity deficiencies and high dependency. Thus, VFGs are intended to reach households containing a high proportion of older people, children and people with disabilities.⁸⁵ Orphans and their caregivers are also prioritized by

⁸² The Steering Committee comprises the ministries of Finance, Local Government, Health, Education, the Office of the Prime Minister, the National Planning Authority and development partners.

⁸³ ESP (2012), *Social Assistance Grants for Economic Empowerment. Expanding Social Protection Programme*, Ministry of Gender, Labour and Social Development

⁸⁴ OPM (2012), *Evaluation of the Social Assistance Grants for Economic Empowerment: What is going on?*, Oxford Policy Management Ltd

⁸⁵ Targeting for the VFGs is conducted by applying numerical scores to the members of each household according to the age, sex, disability and orphan hood status, access to health services, and children (6-12) not attending school (ESP 2012).

this Programme. Both schemes are being piloted in 14 districts in the country. Beneficiaries of both the SCGs and VFGs receive a monthly grant of UGX 23,000 (about US\$8) per month linked to inflation. This amount represents about 20 per cent of the monthly household consumption of the poorest of Uganda's population..

121. The National Policy on HIV/AIDS and the World of Work: This policy recognizes that the HIV/AIDS epidemic affects the most productive segment of the labour force in Uganda and aims at providing a framework for prevention of further spread of HIV/AIDS and mitigation of the social economic impact of the epidemic within the world of work. The policy also notes that children who have been forced out of school due to HIV/AIDS-related factors are often forced to join the labour market, with the dual consequence of engaging in exploitative labour and increasing the pool of unskilled workers.

Efforts of social partners in addressing child labour

122. A range of development partners including international development agencies, international NGOs and civil society are at the forefront of implementing and testing a range of interventions and approaches for addressing child labour. Below some of the good practice models implemented by different agencies that provide valuable lessons for scaling up interventions for preventing child labour are illustrated.

123. EduTrac: Mobile technology for quality education outcomes in Uganda. EduTrac is an innovative mobile phone-based data collection system being piloted by UNICEF Uganda in partnership with the Ministry of Education and Sports, (MoES), since May 2011 to complement and collect data more frequently at primary school level than currently done with the paper-based annual school census. The MoES is using EduTrac to monitor priority indicators that need to be collected on a more frequent basis than the annual school census allows. The system is currently implemented in 21 districts and covers all primary schools in each (UNICEF n.d⁸⁶).

124. International Stop Child Labour Campaign: The Netherlands Stop Child Labour Campaign (SCL) is supporting three NGOs⁸⁷ in implementing a project entitled "*Omar's Dream: The beginning of the end of child labour*". The total funding for the Omar's Dream is Euros 388,735 over an 18-month period. The project calls for the creation of CLFZs which are "Geographical areas

⁸⁶UNICEF (n.d), *EduTrac: Mobile technology informing planning for quality educational outcomes in Uganda*, UNICEF, Kampala

⁸⁷African Network for Prevention and Protection against Child Abuse and Neglect (ANPPCAN, Rakai), Kids in Need (KIN) in Entebbe Municipality, and Uganda Teachers' Union (UNATU), Kampala.

where all children are systematically withdrawn from work and (re)integrated into formal, full-time schools”.

125. Stopping Child Labour through Education: Implemented by the Ministry of Education and Sports and a group of NGOs,⁸⁸ the “Stopping Child Labour through Education” project aimed at ensuring that attention to child labour is better reflected in national education sector plans and programmes. It also supported strengthening skills training programmes for vulnerable youth and measures to implement key actions called for in the Roadmap emerging from The Hague 2010 Global Conference on Child Labour. The project strengthened the capacity of partners to implement direct actions that assist children, undertook research and knowledge generation, and advocated for policies that support the elimination of child labour and promote access of children to school. The three-year project ran from September 2010 to August 2013 and was financed by a grant of USD 633,000 from ILO-IPEC.

Realizing Livelihood Improvements through Savings and Education (REALISE): The four-year (2013-2016) REALISE project, financed by a grant of US\$1,104,000 from the Eliminating Child Labour in Tobacco Growing (ECLT) Foundation, is aimed at eliminating child labour in two tobacco growing sub counties in Hoima district. Implemented by the NGO UWESO,⁸⁹ the project is developing community-based initiatives for strengthening the livelihoods of vulnerable families, improving access to quality education, and raising awareness about the problems associated with child labour in tobacco growing.

5.2 Responding to youth employment concerns

126. This section discusses national efforts to promote improved youth employment outcomes. The government of Uganda recognizes employment creation as a central tenet to the national socio-economic development process. It is at the core of the transformation of Uganda from a poor agrarian economy to a modern, prosperous and skilled society. To address the needs of the large unemployed and underemployed youth population, the Government of Uganda has initiated a number of policies and programmes that are explained below.

127. The National Employment Policy (2011): The National Employment Policy aims at ensuring productive and decent employment for all women and men

⁸⁸Uganda Women’s Concern Ministry in Mbale, Orphans Community Based Organization in Rakai district, Federation of Education NGOs in Uganda (FENU), and Uganda National NGO Board.

⁸⁹Uganda Women Efforts to Save Orphans (UWESO).

in conditions of freedom, equity, security and human dignity. The National Employment Policy proposes eight policy priority areas including promoting youth employment. Since employment is a crosscutting issue, the policy promotes a multi-sectoral approach and integration of employment issues at all levels of government and private sector programmes. The financing of the policy is therefore spread over the line ministries, departments and agencies as well as local governments, social partners and Civil Society Organizations. Each sector ministry shall identify employment concerns, budget and fund them within their Medium Term Expenditure Framework (MTEF) ceilings.

128. National Action Plan (NAP) for Youth Employment. The Government plans to develop and implement a National Action Plan for Youth Employment within the overall framework of the National Employment Policy. Key elements of the NAP include:

- Providing support to young people, particularly women to make transition from informal to formal employment through improved access to training, business development services, and access to low interest microfinance.
- Strengthening the capacity of career guidance to youth in order for them to study practical technical courses.
- Providing young entrepreneurs support through tax rebates at least for the first five years of establishing business.
- Integrating of youth in sectoral plans and programmes including National Agricultural Advisory Services (NAADS), Northern Uganda Social Action Fund (NUSAF), and any other programmes.
- Promoting job-placement, volunteer schemes and or internship to enable young acquire the requisite job training and hands on experience.
- Encouraging the youth to form associations and cooperatives for the purpose of developing entrepreneurship and creating employment.
- Establishing of one stop centre to offer technical advisory services including information on existing investment opportunities to youth entrepreneurs.
- Strengthening existing regional youth skills centres through retooling, staffing and capitalization.

129. However, the draft NAP has not been finalized and launched by the government thus hindering effective planning, implementation and coordination of youth employment initiatives. Limited government commitment to funding youth employment activities is another key barrier to realizing the goal of youth employment in Uganda.

130. Uganda Decent Work Country Programme (2013-2016): The Uganda Decent Work Country Programme (DWCP) places youth employment at the

centre of its future development strategies. Priority Area No. 2 of the DWCP aims at: (a) promoting youth employment by finalizing the National Action Plan for Youth Employment and by setting guidelines for mainstreaming youth employment into sectoral strategies; and (2) increasing youth employability through training youth in vocational and business skills and through developing a Labour Information and Analysis System.

131. The Externalization of Labour programme: Government acknowledges that labour markets abroad provide employment opportunities for Ugandans in the short run as the country develops its capacity to generate sufficient jobs for its labour force. Government efforts to promote the externalization of labour include establishing bilateral agreements with Governments of receiving countries; strengthening the department responsible for employment services to regulate, guide, monitor and coordinate activities of various stakeholders involved in employment of Ugandans abroad; and establishing a revolving fund to facilitate Ugandans seeking employment abroad. The externalization of labour programme mainly targets youth. One of the key challenges affecting the programme is a lack of a comprehensive labour market information system to enable job seekers access adequate information about the availability of job opportunities abroad. Inadequate regulation of the programme has also resulted in violation of rights of workers abroad including forced labour, abuse and deportation.

Skills development

132. Business, Technical, Vocational Education and Training Strategic Plan (2011-2020): The strategic plan has five objectives (a) making BTVET relevant to productivity development and economic growth, (b) increasing the quality of skills provision, (c) increasing equitable access to skills development, (d) improving the effectiveness in BTVET management and organization, and (e) increasing efficiency and resources available to BTVET. The BTVET strategic plan has prioritized improving youth employability by increasing the quality of skills provision. This will be achieved through strengthening institutional capacities for BTVET provision, deployment of instructors/tutors and managers by reforming qualifications and recruitment practices, and introducing better quality assurance systems for public and private BTVET providers. The plan further plans to increase equitable access to skills development by ensuring access to formal and non-formal BTVET, expanding private training provision, and enhancing access of disadvantaged target groups particularly females and persons with disabilities to skills development through bursaries. The cost estimates in the plan foresee an increase of publicly sponsored non-formal training enrolment to 40,000 annually in 2015 and 60,000 by 2016, compared to 20,000 in 2010/11.

133. **The Northern Uganda Social Action Fund Project (NUSAF):** NUSAF, funded by the World Bank with \$100 million over the period 2002-2009, aimed to empower communities in Northern Uganda by enhancing their capacity to systematically identify, prioritize, and plan for their needs and implement sustainable development initiatives that improve socio-economic services and opportunities. The Youth Opportunities Programme (YOP), the principal youth-focused program within NUSAF, had three main objectives: to provide youth with specific vocational skills and tool kits to enable them earn incomes and improve their livelihood; to contribute towards community reconciliation and conflict management; and to build capacity of NGOs, CBOs, and Vocational Training Institutes (VTIs) to respond to the needs of youth. YOP offered cash transfers to groups of youth to increase employment and reduce conflict, with the money deposited in a joint bank account.⁹⁰ On a per-person basis, grants generally ranged from \$200 to \$600, or about one year's income for a young adult. Four years later, most grant recipients were practicing skilled trades and earning more money than the control group.⁹¹ A second phase of the project (NUSAF II) was launched in 2009.

Promoting youth entrepreneurship and self-employment

134. **The Youth Venture Capital Fund:** The government has made available a venture capital fund of Uganda Shillings 25 Billion to support growth of viable and sustainable Small and Medium Enterprises by the youth in the private sector. The objective of the fund is to provide venture capital debt finance to viable projects proposed by the young entrepreneurs as well as enable the youth benefit from associated mentoring services from the participating bank. The Fund is used to support the business ventures owned by young entrepreneurs in manufacturing, agro-processing, primary agriculture, fisheries, livestock, health, transport, education, ICT, tourism, construction, printing and service contractors among others. The fund is implemented in a Public-Private Partnership arrangement between government ministries, the local government and commercial banks. A total of 50 youth have been targeted in each district reaching 5,750 youth in 115 districts in the country. However, there are teething challenges relating to disbursement of loans by banks since some districts, particularly in

⁹⁰World Bank, 2013.

⁹¹A randomized evaluation of the Northern Uganda Social Action Fund (NUSAF) project showed that participants who received vocational training and enterprise development support experienced positive economic and social impacts, as indicated by improvements in earnings, profits, savings, and living standards and reduction in aggression among young men. Women in particular benefited from the cash transfers, with incomes of those in the program 84% higher than women who were not (ibid, Blattman, C, Fiala N, and Martinez S, 2013). However, there is limited information on the exact number of beneficiaries of YOP.

Northeastern Uganda, do not have access to banks. Moreover, there is still limited awareness about the procedures for accessing the funds among youth.

135. The Youth Entrepreneurship Facility (YEF): The YEF supports small-scale youth entrepreneurship development projects implemented by youth-led organizations. It is a 3-year initiative undertaken with the support of the Africa Commission and the Youth Employment Network (YEN).⁹² The YEF provides a competitive grant scheme for youth-led organizations to propose innovative project ideas on how to create entrepreneurship and business opportunities for their peers. The organizations with the most innovative project ideas receive a grant and complementary capacity building to help them implement their projects and test the viability of their ideas. Through the YEF, a Replication Fund Scheme has also been launched in order to replicate the most successful of the formerly-implemented entrepreneurship projects. The Replication Fund is part of the YEF's effort to promote the proven entrepreneurship development projects identified and tested through the original project to enable as many youth as possible to benefit from the successful models to creating self-employment.

136. The UN Joint Population Programme for the Youth: The ILO is implementing a Joint Population Programme for youth in order to create employment opportunities for the large number of young people entering the employable age group. This Programme is a partnership involving Government of Uganda, 10 UN agencies, civil society and development partners. The programme is implemented in 15 districts.⁹³

Efforts of social partners supporting youth employment

137. Several development partners including international development agencies, international NGOs and civil society are implementing and testing a range of interventions and approaches for improving youth employment outcomes in Uganda. Below are illustrated some of the good practice models addressing youth unemployment implemented by different agencies.

138. Swisscontact Uganda: Swisscontact, a Swiss foundation for technical cooperation operating in Uganda for the last 15 years, supports programmes in the areas of skills development, access to financial services, enterprise development and agricultural value chain enhancement.

⁹²Youth Employment Network (YEN) is a partnership of United Nations, International Labour Organization, and World Bank.

⁹³ Participating districts include Abim, Nakapiripirit, Amudat, Bundibugyo, Arua, Kitgum, Gulu, Yumbe, Oyam, Kanungu, Mubende, Kaabong, Kotido, Moroto and Katakwi.

139. Private Sector Foundation Uganda (PSFU): PSFU is made up of 175 business associations, corporate bodies and the major public sector agencies that support private sector growth. Since its founding in 1995, PSFU has served as a focal point for private sector advocacy as well as for capacity building and dialogue with Government on behalf of the private sector. PSFU programmes contribute to youth employment by providing advisory services for youth employment and opportunities, supporting business initiatives and initial capital investments for business development, providing market information and technical support and lobbying government to ensure a conducive business environment.

140. Uganda Small Scale Industries Association (USSIA): Uganda Small Scale Industries Association (USSIA) is an umbrella body aimed at supporting and enhancing growth and competitiveness of micro and small scale industries/enterprises in Uganda. A sister organization, the Northern Uganda Manufacturers Association (NUMA), plays a similar role in the Northern region. Key activities include technical skills upgrading for members and non-members, business management and development for members and member associations, building market linkages, business information sharing and dissemination, and business advisory and consultancy services.

141. Africa Institute of Strategic Animal Resource Service and Development (AFRISA): AFRISA is a collaboration programme between Makerere University in College of Veterinary and Animal Medicine (COVAB) and Government of Uganda to promote wealth creation in the animal production sector. AFRISA provides skills training and supports follow up and incubation of the trainees in skill areas. All training is centralized on AFRISA farms only. AFRISA is a key gateway for youth employment since young people receive professional skills training and certification that enables them seek wage or self-employment. In addition, young people who receive training are easily supported by financial institutions to start their own enterprises and businesses. However, the program is structured within the framework of formal university training making it expensive for the vast majority of youth who are poor and have no access to land. Moreover, the training covers a small geographical area due to limitations of technical resource persons.

142. Uganda Industrial Research Institute (UIRI): Operating under the auspices of the Ministry of Trade Industry and Cooperatives (MTIC), UIRI is the lead government agency for industrialization. UIRI promotes youth employment by training youth in business skills, supporting them to set up enterprises, and creating linkages to financial institutions that support the enterprises to maturity. Some of the key challenges the institute faces include highly capital-intensive models and processes that most youth cannot afford, replicate and maintain over a period of time.

143. **Uganda Association of Public and Private Vocational Institutions (UGAPRIVI):** Uganda Association of Public and Private Vocational Institutions is a 5,000 member association of vocational institutions operating in all the regions in Uganda. UGAPRIVI has been mandated by the Directorate of Industrial Training (DIT) to offer support to the vocational training institutions in capacity assessment, assessor trainings, and development of occupational profiles and accreditation of vocational training institutions. However, weak local capacities to implement follow up and support vocational institutions in delivery of quality skills training hinder the effective delivery of services.

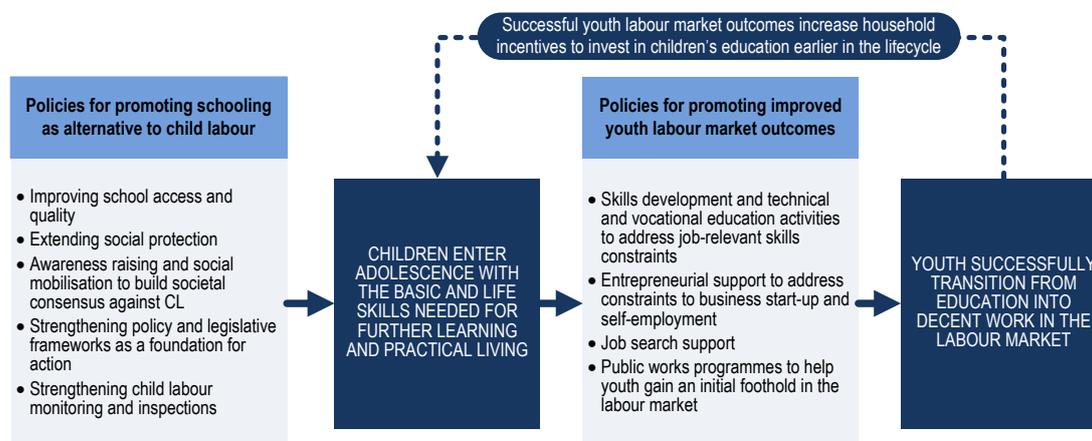
144. An analysis of the above interventions shows that there is a number of actors, both state and non-state that make efforts to improve youth employment *outcomes* in Uganda. There are very few programmes for promoting youth employment in Uganda. Most programmes highlighted above do not exclusively target only youth. Additionally, existing programmes are limited in scope and only cover a small number of youth and mainly provide entrepreneurship and training-related programs. Moreover, most programmes are project based and donor dependent thus raising concerns about sustainability and scaling up of interventions to reach a large number of the unemployed youth. There is also lack of impact evaluation of the youth employment initiatives to provide important lessons on what works well in producing cost effective youth employment outcomes for the diversity of youth in Uganda. There is lack of interventions to make the labour market work better for youth such as wage subsidies and public works programs.

Chapter 6.

ADDRESSING CHILD LABOUR AND YOUTH EMPLOYMENT: POLICY PRIORITIES

145. This chapter presents and discusses policy recommendations for addressing child labour and promoting youth employment in Uganda drawing on the evidence presented in previous chapters and lessons learnt from past efforts. Child labour and youth employment are closely linked, underscoring the importance of addressing the two issues hand in hand, following a lifecycle approach. The figure below illustrates key components of an integrated response to child labour and youth employment concerns. A set of child-centred policies are needed to promote schooling as an alternative to child labour, and, following from this, to ensure that children enter adolescence with the basic and life skills needed for further learning and practical living. This foundation is in turn crucial to the success of active labour market policies for promoting improved youth employment outcomes, and to ensuring that youth successfully transition from education into decent work in the labour market. This causal chain can also work in the opposite direction: successful youth labour market outcomes can increase household incentives to invest in children's education earlier in the lifecycle.

Figure 47. An integrated response to child labour and youth employment problems



146. Specific policy priorities for responding to child labour and responding to youth labour market concerns are discussed in the next two sections of this chapter.

6.1 Accelerating action against child labour

147. Child labour is a complex phenomenon requiring a policy response that is cross-sectoral in nature. Evidence from Uganda and elsewhere suggests policy areas relevant in this regard –education and second chance learning, social protection, public awareness, social mobilisation and inspections and monitoring – building on the foundation provided by adequate political commitment and institutional capacity. These policies are discussed in further details below.

Promote early childhood development (ECD)

148. Evidence from a range of developing countries suggests that early childhood education programmes can promote learning readiness, increase school enrolment and school survival, and help children away from work in their early years. In Uganda, expanding the coverage of ECD programmes remains an important challenge, particularly among children from poor households. The government has released a National Integrated Early Childhood Development Policy (IECD) as a framework for actions aimed at improving and extending ECD programmes in Uganda. The IECD policy aims at harmonizing the existing ECD initiatives for holistic service provision, setting standards and guidelines for equitable access to quality ECD services, and strengthening institutional capacity in ECD service delivery. The policy will also promote ECD by establishing an ECD centre at every primary school to allow for easy access of ECD services by all children and caregivers but also easy transition to primary level education. While the development of the NIECD policy is a positive step, there is need for an accompanying action plan for resource mobilisation and for promoting implementation.

Promote equal access to education

149. Continued efforts are needed to remove access barriers to schooling for all children, within the framework provided by the National Development Plan (NDP, 2010/2011-2014/15) (Chapter 7) and the Education Sector Strategic Plan (ESSP, 2004/05-2014/2015). Increasing school coverage

remains a challenge, particularly in outlying areas and at the secondary level.⁹⁴ Many rural secondary schools also lack basic school facilities such as desks, blackboards, chairs, drinking water, and toilet facilities. Among the other factors which hinder children's access to and participation in education are the direct costs that parents must bear in the form of non-tuition dues and levies,⁹⁵ school books, uniforms and other school items. Socio-cultural factors such as early marriage and lack of proper sanitation facilities in school⁹⁶ pose particular access barriers for girls. Both the NDP and ESSP outline strategies for increasing access and equity of primary and secondary education, including reducing direct costs of education to families, supporting programmes targeted at vulnerable children and youth, reducing social-cultural barriers to girls' school attendance and expanding and improving primary school infrastructure. In addition, school feeding programmes can offer an important incentive for school attendance, and can also help improve pupils' academic performance. Effectively implementing these strategies across the education system, however, remains a challenge.

Address the quality of education

150. Although the introduction of the Universal Primary Education (UPE) led to a drastic increase in enrolment in primary schools, there are concerns regarding the declining quality of education owing to large class sizes, teacher absenteeism, and lack of appropriate skills by teachers particularly in rural areas. Evidence shows that when the quality of education is poor, parents make decisions to remove their children from school due to the perceived low return on education. Improving quality education in Uganda will entail introducing reforms that gradually reduce large class sizes and improve teacher-pupil ratios in order to increase contact between teachers and pupils; teacher training to strengthen their knowledge and skills; and introducing methods of learning that encourage questioning and children's participation rather than rote learning, and that are adaptive to children's different learning needs. Again, these reforms are outlined in the National Development Plan (NDP, 2010/2011-2014/15) (Chapter 7) and the Education Sector Strategic Plan (ESSP, 2004/05-2014/2015) and the priority moving forward will be to effectively implement them across the education system.

⁹⁴ ILO/IPEC 2011, Walakira & Byamugisha 2008

⁹⁵ UNESCO 2005, UBOS 2006a

⁹⁶ MoES 2006

Support second chance learning opportunities through transitional education

151. “Second chance” policies are needed to reach former working children and other out-of-school children with educational opportunities as part of broader efforts towards their social reintegration. Empirical evidence presented above on educational attainment indicates that such policies are particularly relevant in Uganda: many students leave the system prior to the end of the primary education cycle and many of those out of school lack the minimum amount of school time considered by UNESCO as necessary for acquiring basic literacy skills. Transitional education, involving separate intensive courses designed to raise academic proficiency to facilitate a return to the formal school system, offers one possible route for reaching children with second educational chances. The key advantage to this transitional education strategy is that it offers children a viable opportunity to re-enter regular schooling, rather than relegating them permanently to a parallel, and frequently poorer quality, non-formal education track. Existing second chance programmes, including the Alternative Basic Education for Karamoja (ABEK) programme, the Basic Education for Urban Poor Areas (BEUPA) programme and the Child Centred Alternative Non-formal Community-based Education (CHANCE), are limited in coverage, lack coordination and are not uniformly successful in terms of learning outcomes. This underscores the need for an expanded national second chance education strategy for children focused on transitional education.

Expand social protection

The importance of social protection in reducing child labour is well-established. Social protection instruments serve to prevent vulnerable households from having to resort to child labour as a buffer against poverty and negative shocks. There is no single recipe for expanding social protection programmes to reduce household vulnerability and child labour. Unconditional and conditional cash transfer programmes, including various forms of child support grants, family allowances, needs based social assistance and social pensions, are all relevant to ensuring household livelihoods and supplementing the incomes of the poor. Public works schemes can serve both the primary goal of providing a source of employment to household breadwinners and the secondary goal of helping to rehabilitate public infrastructure and expand basic services, both being potentially relevant in terms of reducing reliance on child labour. The government has prioritized social protection expansion and in this context initiated a social protection programme known as the Social Assistance Grants for Empowerment (SAGE) in 2011. The programme offers an

important basis for extending the social protection floor available to vulnerable households in the country.

Promote greater public awareness of child labour

152. Awareness raising is needed as part of efforts to build a broad consensus for change. At present, public awareness about what constitutes child labour and its cost to children and society remains limited in Uganda. Households require information concerning the costs or dangers of child labour and benefits of schooling in order to make informed decisions on their children's time allocations. Child labour is a clear example in which both social norms and economic considerations are important, and strategic communication efforts need to be designed with this in mind. Communication efforts are needed at both national and local levels. A mix of conventional (e.g., radio, television and print media) as well as of non-conventional communication channels (e.g., religious leaders, school teachers, community theatre, health care workers outreach) is important in order to achieving maximum outreach. Baseline information on local knowledge and cultural attitudes towards child labour is needed to tailor communication messages, and to evaluate changes in awareness and attitudes following communication activities. The urgent need to address unconditional worst forms of child labour, including human trafficking and child commercial sexual exploitation, should be a particular focus of communication efforts. Providing information on national child labour legislation, presented in terms that are understandable to the populations and communities concerned, is another communication priority.

Promote social mobilisation against child labour

153. Social mobilisation is critical to engaging a broad range of social actors in efforts against child labour. Social actors, including, for example, NGOs, faith-based organisations, teachers' organizations, the mass media, trade unions, employers' organizations, also have important roles to play in a broader societal effort against child labour. Care providers in direct contact with children, including teachers and health workers, are in an especially good position to identify and refer child labourers, and therefore constitute particularly important allies in protecting children from child labour. Initiatives such as community-based child protection networks provide useful vehicles for bringing together a wide variety of stakeholders to combat child labour.

Strengthen child labour inspections and monitoring

154. While the Employment Act No.6 (2006) requires districts to appoint labour officers to provide technical advice to employers, the government's actual capacity to monitor formal workplaces is limited, and the informal sector of the economy is largely outside formal inspection regimes. Out of 90 districts, only 30 have recruited labour officers to enforce labour legislation. Moreover, many of the provisions of Children's Act are supposed to be implemented by the district probation and welfare offices under MGLSD, yet these departments are not well resourced and are not fully functional. The current capacity for labour inspection and child labour follow-up therefore needs to be significantly strengthened, through both additional training and additional manpower, so that district labour officers and other specialised personnel can effectively enforce labour legislation and workplace safety standards, and follow-up on child labour infractions. But given the extent of child labour and resource constraints, it will likely continue to be difficult for the formal system alone to be effective in protecting children from workplace violations. This points to an important potential role of community monitoring systems, whereby labour officers join hands with other organisations (e.g., community volunteers, religious leaders, women and youth groups, teachers, workers, employers, local leaders and district staff) to form broad-based child labour monitoring systems at the local level.

Advocate for political commitment

155. A political commitment at all levels is also needed to ensure that child labour reduction elimination occupies a prominent place in the national development agenda and is accorded adequate budgetary resources. In this context, the government released a National Child Labour Policy and a National Action Plan for the Elimination of Child Labour, (Chapter 7). reflecting the government commitment to eliminating child labour and provide a framework for national efforts towards this goal. However, limited funding from the government and lack of a clear resource mobilization strategy undermines its effective implementation.

Build institutional capacity

156. Strengthening institutional capacity at all levels of government is needed for continued progress towards child labour reduction goals. While the National Child Labour Policy, the National Action Plan and other development plans provide solid bases for action, these frameworks are unlikely to be implemented effectively in the face of capacity constraints. Institutions require strengthening in a number of areas, including using data for strategic planning, policy and programme design, programme monitoring

and evaluation, programme coordination, and the mainstreaming of child labour in broader development plans and programmes. As child labour is a cross-sectoral issue, requiring close collaboration across a range of government bodies, the clear delineation of roles, and the strengthening of coordination and information-sharing, will also be critical to the effective functioning of government institutions and their social partners in efforts combating child labour. Local governments are charged with initiating and implementing programmes for preventing child labour, and effectively building their capacity to play this role is therefore especially important to broader efforts against child labour. Child labour committees exist in some districts, although with limited functionality.⁹⁷ Most districts, however, have not integrated child labour concerns in their development plans and lack the financial and human resource capacity to effectively do so.

6.2 Accelerating action against youth employment concerns

157. The results presented in this Report highlight a number of challenges facing Ugandan young people entering the labour market.

158. These results point to the need for active labour market policies aimed at improving youth labour market outcomes, building on the knowledge foundation acquired during childhood through improved basic education and preventing child labour. Four policy pillars are particularly relevant in this context, two addressing supply-side constraints to employment arising from inadequate or mismatched job skills or inadequate labour market information, and two addressing demand-side constraints to employment arising from low labour demand and limited entrepreneurial opportunities. Active labour market policies are designed to improve labour market outcomes for young people within existing institutional and macro-economic constraints; the broader structural economic reforms needed to reduce youth unemployment in the long run are beyond the scope of this Report.

159. Supply-side policies should be calibrated to the unique needs of youth with different education levels. For better-educated youth, there is a need to ensure that the right skills are acquired, that skills mismatches within the labour market are reduced, and that labour market mechanisms are in place to facilitate matches between job seekers and employers. For less educated youth, second chance education in its various dimensions is necessary, in

⁹⁷Rakai, Wakiso, Mbale were supported by ILO-IPEC in 2012 and integrated child labour concerns in the district development plan and budgets. Lira district was supported by International Rescue Committee to integrate child labour concerns in the district development plan and budget (ILO-IPEC 2012).

order to equip them with the life and job skills needed to exit from low quality and low productively informal sector work. Relevant demand-side policies include promoting youth entrepreneurship and labour-intensive public works as part of a broader effort to address low labour demand and limited business opportunities for young workers.

160. The active labour market policies are discussed in further detail below. It is worth recalling at the beginning of this discussion that the Government is developing a National Action Plan (NAP) for Youth Employment within the overall framework of the National Employment Policy (Chapter 7). Limited government commitment to funding youth employment activities is another key barrier to realizing the goal of youth employment in Uganda.

Promote skills development

161. Improving youth skills and employability requires action on three levels: first, there is a need to strengthen the quality of basic education and its relevance vis-à-vis the needs of young people entering the labour market; second, to provide second chance learning opportunities to young persons who have been denied sufficient education, a group which includes persons forced out of school at an early age in order to work; and third, to extend the effectiveness and reach of technical and vocational education training programmes. Taken together, these measures help equip young persons with adequate skills and job experience to be successful in their working life either as employees or as self-employed workers. Improving basic education and second chance learning are taken up in section 6.1 of this Report. Technical and vocational training is dealt with here.

162. Continued investment is needed in strengthening the capacity of the business technical vocational education and training (BTVET) system to effectively meet the skills requirements of Ugandan young people. The BTVET system is hampered by inadequate resources to provide the training most in demand by the labour market. Training consequently often focuses on low-cost skills mismatched to current and emerging labour market needs.⁹⁸ Indeed, less than 40 percent of large and medium firms regard courses offered by BTVET institutions as relevant.⁹⁹ The BTVET system also has insufficient programmes for agri-business development and informal sector employment, the two most important sub-sectors of the Ugandan labour market for the foreseeable future. Insufficient engagement of employers, a rigid supply structure in the formal BTVET provider system and

⁹⁸IYF, 2011.

⁹⁹MoES, 2011.

the lack of a systematic labour market information system are among the major challenges to increasing the demand-responsiveness of the BTJET system.

163. The BTJET Strategic Plan (2011-2020) has prioritized improving youth employability by increasing the quality of skills provision. Ensuring the effective implementation of the Plan will therefore be critical to progress moving forward. Particular priorities in this regard include strengthening existing regional youth skills centres through retooling, staffing and capitalization. Another priority is promoting job-placement, volunteer schemes and or internships offering youth hands-on means to acquire work-related competencies and increase their employability. This in turn underscores the importance of expanded public-private-partnerships between training institutions, employers and government. Finally, there is a need for investment in upgrading BTJET instructors and the BTJET curriculum, in keeping with the new competence requirements in the Uganda Vocational Qualification Framework.

Job search support

164. One of the key challenges hindering effective transition of youth to the labour market is lack of labour market information. Labour market information is currently not systematically and regularly collected in Uganda. Available information is scarce and sketchy, especially on skill requirements. The Ministry of Gender, Labour and Social Development (MGLSD) runs a manual labour market information system, but this system is not widely used or easily accessed by youth. The National Employment Policy contains plans to strengthen the capacity of MGLSD as the national and regional depository for labour and employment management information, but does not make clear how in practice labour market information will be shared with the job seekers.

165. This discussion points to the need for a full-fledged employment agency operated by the Ministry of Gender, Labour and Social Development responsible for providing timely and accurate information to job seekers about the available employment opportunities and the skills required. The agency would help increase the quantity and quality of job matches, reduce the spells and duration of unemployment and generally increase the efficiency of the labour market. Such an employment agency should be part of a broader package of employment services, guidance and career advice to help students, first job seekers and unemployed young people to make informed choices about their education and working lives, and thus increase the opportunity for a successful entry into the labour market. The aim of career guidance services should be to advise properly about the types of jobs

available, skills needed, career paths, salary scales, and about the trends and opportunities of the labour market.

166. Ensuring that at-risk youth are able to access these employment services programmes constitutes a particular priority. This can be difficult because most at-risk youth live in either marginal urban or rural areas, while most employment services are offered in more central locations. One criticism of employment services programmes elsewhere has been that those who benefit from the programmes are typically more qualified and connected to begin with and therefore more likely to become employed. This points to the importance of targeting job search support to disadvantaged young people most in need.

Public works programmes

167. The high levels of youth who are not in education, employment or training (NEET) points to the need for demand-side measures aimed at improving employment opportunities for young people. Labour-intensive public works programmes targeting young persons represent one important policy option in this context. Such programmes can provide both qualified and unqualified young people with an entry point into the labour market within broader efforts to reduce poverty and develop rural services infrastructure. Adding mandatory technical, behavioural skills, financial literacy, or job search training to the public works initiatives can further increase their impact. There is a need for collaboration between Ministry of Gender, Labour and Social Development and Ministry of Transport and other ministries that implement public works programmes, to exploit the potential of public works as a targeted employment measure for youth. This is a policy area that merits further exploration within the context of the National Employment Policy and the draft National Action Plan (NAP) for Youth Employment.

Promote youth entrepreneurship and self employment

168. Promoting youth entrepreneurship represents an important demand-side strategy for expanding youth employment opportunities and improving employment outcomes for the large proportion of young people currently underemployed or in low productivity family work. However, a lack of adequate entrepreneurship skills and experience combined with poor access to financial services hinder youth entrepreneurship and self-employment. As a result, the role of youth entrepreneurs in the development of small and medium enterprises (SMEs) has thus far been limited in Uganda. Rather, self-employed youth are concentrated in low-productivity and survival-type activities in the informal economy.

169. A number of policy measures are relevant to expanding entrepreneurial opportunities for young people. These include supporting an entrepreneurial culture by including entrepreneurship education and training in school. Easing access to finance, including by guaranteeing loans and supporting micro-credit initiatives, is also critical, as a major stumbling block for young entrepreneurs is the lack of access to credit and seed funding. Expanding access to effective business advisory and support services, and the capacity to deliver them, is another key element in promoting youth entrepreneurship as isolation and lack of support prevent many potential young entrepreneurs experience from gaining a foothold in the business world. The formation of self-help groups, including cooperatives, by young people would also allow for better access to supplies, credit and market information.

170. Many of these measures are spelled out in the National Employment Policy (NEP) and the draft National Action Plan (NAP) for Youth Employment. Together with the Youth Entrepreneurship Facility (YEF), these efforts provide an important basis for scaled-up efforts aimed at providing entrepreneurship opportunities for youth.

ANNEX I

Description of variables used in the econometric analysis

Child characteristics. The control variables relating to child characteristics include: the age of the child (*age, age squared*), a gender dummy (*male*), a dummy for whether or not the child has migrated over the five years prior to the survey (*migrated*),¹⁰⁰ a series of dummy variables for the orphanhood status of the child (orphan of mother, orphan of father or double orphan) and a dummy variable for whether the child's mother and/or father are sick (*Sick mother and/or father*). The dummy *age squared* is included to account for the non-linear relationship between age and employment (i.e., for the fact that employment rises with age at a decreasing rate).

Household head characteristics. A series of dummy variables are included for sex of household head (*male household head*), for the education of the household head (*primary, secondary or higher than secondary*) and a dummy variable for whether the household head is an employee with social security and/or medical benefits.

Household composition. A set of control variables are employed to take into consideration household composition: number of persons living in the household (*household size*); number of children (*number of children aged 0-5 years*); number of elderly persons (*number of persons aged 65+*).

*Household wealth*¹⁰¹. A series of dummy variables are included to control for the household wealth (*household wealth quintile 2, 3, 4 and 5*). A

¹⁰⁰ Due to data limitations, we look only at internal migration.

¹⁰¹ The Uganda Labour Force and Child Activities (NLF&CAS) 2011/2012 does not collect information on household expenditure or household income to be used as a measure of welfare. In the cases of other surveys, such as the Demographic and Health Surveys, which also lack direct welfare information, a common solution has been to generate a wealth index using a principal components approach, following Filmer and Pritchett (2001). The approach involves constructing an index based as the first principal component of a vector of assets, including durables goods, housing characteristics, and access to utilities. The principal components approach involves defining the wealth index in terms of the first principal component of the variables used.

variable is also included to account for the livestock owned by the household (*number of animals owned*).

Access to basic services. A dummy variable is included for access to tap water and another for access to electricity.

Place of residence and regions. A series of dummy variables to control for the place of residence (*urban*) and region were also included.

The Wealth Index was constructed taking into consideration two sets of possible variables; housing characteristics and service infrastructure.

ANNEX II

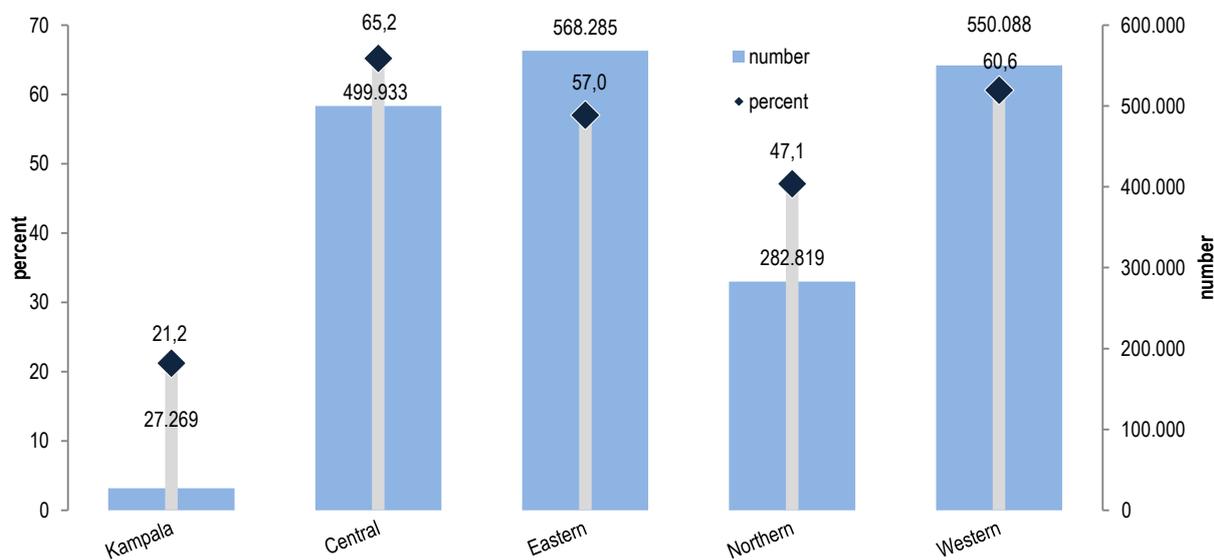
Statistical annex: Children's work

Table A1. Children's involvement in employment, by age range, sex and residence

Background characteristics		5-11 years		12-13 years		14-17 years	
		%	No.	%	No.	%	No.
Sex	Male	22.0	734,115	49.4	505,297	58.5	1,009,937
	Female	21.5	715,722	48.6	525,620	54.9	918,457
Residence	Urban	7.1	60,658	17.7	47,799	30.0	149,220
	Rural	23.9	1,389,179	53.5	983,118	61.3	1,779,174
Total		21.7	1,449,837	49.0	1,030,917	56.7	1,928,394

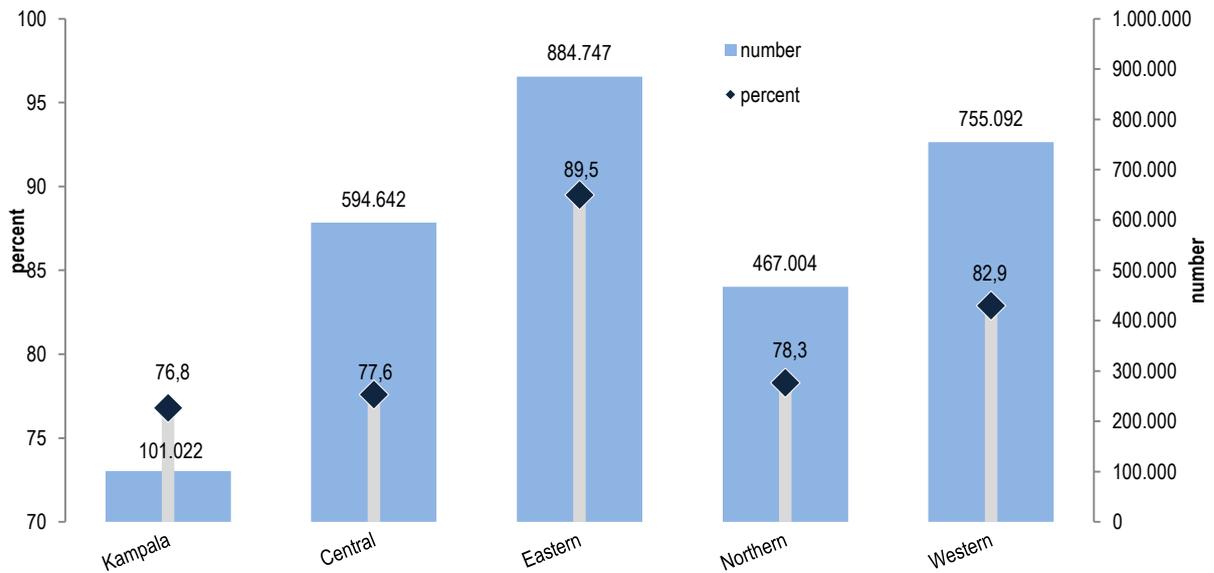
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A1. Percentage and number of children in employment, 14-17 years age group, by region



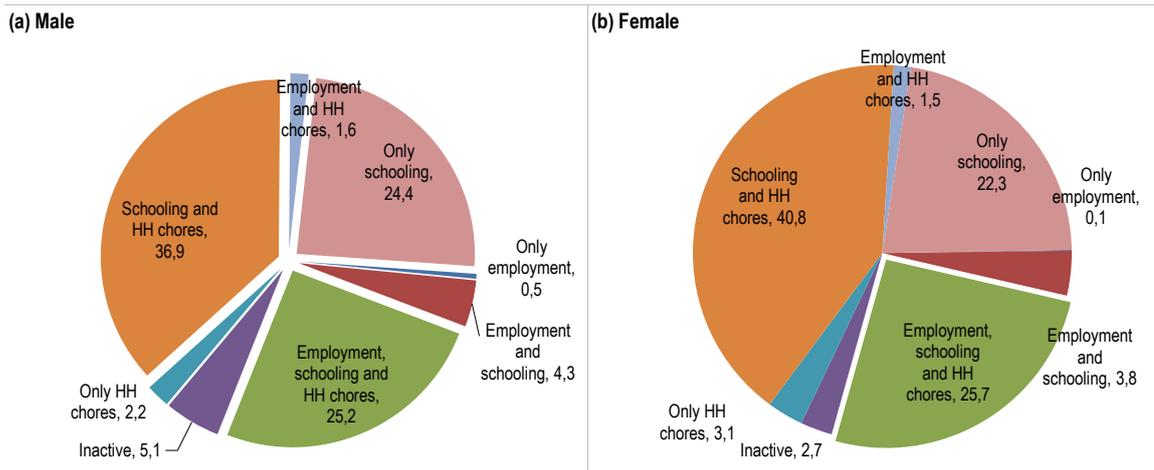
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A2. Percentage and number of children attending school, 14-17 years age group, by region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A3. Child activity status when household chores are also taken into consideration, 6-13 years age group, by sex



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A2. Sector and status of children in employment, 14-17 years age group, by residence and sex-add total

Sector and status		Total	Residence		Sex	
			Urban	Rural	Male	Female
Sector of employment	Agriculture	89.4	47.9	92.9	88.9	90.1
	Manufacturing	1.9	5.9	1.6	2.3	1.5
	Commerce	3.2	15.0	2.2	3.7	2.7
	Service	3.9	25.1	2.1	2.8	5.1
	Other sector ^(a)	1.6	6.2	1.2	2.4	0.7
	Total	100	100	100	100	100
Status in employment	Paid worker	8.9	34.3	6.8	10.5	7.2
	Self-employed	19.0	15.4	19.3	21.2	16.5
	Unpaid family work	71.9	49.5	73.8	68.2	76.0
	Other status	0.2	0.8	0.2	0.1	0.3
	Total	100	100	100	100	100

Notes: (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table A3. Average weekly working hours^(a), children aged 14-17 years, by sex, residence and schooling status

Sex		Schooling status		Total ^(a)
		Employment exclusively	Employment and schooling	
Sex	Male	38.1	13.5	20.9
	Female	42.9	13.7	22.8
Residence	Urban	61.9	15.2	41.1
	Rural	36.3	13.5	19.9
Total		40.4	13.6	21.8

Notes: (a) Weekly working hours do not cover employed working in subsistence agriculture.(b) Refers to all those in employment, regardless of schooling status.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A4. Average weekly working hours^(a) in the main job, by sex, residence, employment sector and status in employment, children aged 14-17 years

Sector of employment		Sex		Residence		Total
		Male	Female	Urban	Rural	
Sector of employment	Agriculture	17.5	15.9	13.9	16.8	16.7
	Manufacturing	33.4	45.1	38.7	37.8	38
	Commerce	40.6	31.5	34.7	38.4	37
	Service	34.2	79.3	69.7	57	63.2
	Other sector ^(b)	45.8	37.2	41.1	45.3	44.1
Status in employment	Paid worker	41.3	63.8	62.2	45	50.2
	Self-employed	20.3	20.1	29.8	19.6	20.2
	Unpaid family work	15.7	16.4	18.7	15.9	16.1
	Other status	83	32.5	57.3	43.5	47.4

Note: (a) Weekly working hours do not cover employed working in subsistence agriculture.(b) Refers to all those in employment, regardless of schooling status.(b) The category "Other sector" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A5. Summary statistics of variables used in the biprobit estimations, children aged 6-13 years

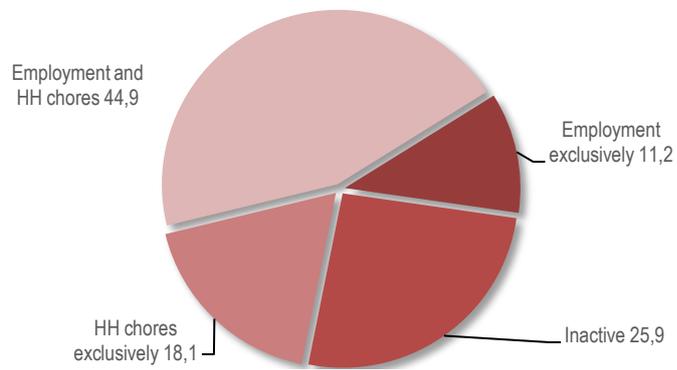
Explanatory variables		Average	S.d.	min	max
Child characteristics	Age	9.472822	2.299462	6	13
	Age squared	95.02121	43.8364	36	169
	Male	0.495555	0.500012	0	1
	Migrated	0.1028504	0.3037833	0	1
	Orphan of mother	0.0258465	0.1586874	0	1
	Orphan of father	0.1057121	0.3074886	0	1
	Double orphan	0.0341173	0.1815423	0	1
	Not orphan	0.8343241	0.3718135	0	1
	Sick mother and/or father	0.1322073	0.3387375	0	1
Household head characteristics	Male household head	0.6999492	0.4583089	0	1
	No education	0.2598191	0.4385636	0	1
	Primary	0.4680879	0.4990128	0	1
	Secondary	0.1888889	0.3914456	0	1
	Higher than secondary	0.0832041	0.2762084	0	1
	Household head employee with social security and/or medical benefits	0.0491782	0.2162539	0	1
Household composition	Household size	7.182118	2.56927	2	24
	Number of children aged 0-5	1.312421	1.140429	0	8
	Number of persons aged 65+	0.1188722	0.3674028	0	3
	Number of adults aged 18-64	2.26505	1.146892	0	11
Household wealth	Income per capita: quintile 1	0.1230096	0.32847	0	1
	Income per capita: quintile 2	0.1790074	0.383384	0	1
	Income per capita: quintile 3	0.2058121	0.4043206	0	1
	Income per capita: quintile 4	0.2444268	0.4297753	0	1
	Income per capita: quintile 5	0.2477442	0.4317311	0	1
	Number of animals owned	8.937077	45.0164	0	1500
Access to basic services	Access to tap water	0.1808456	0.384915	0	1
	Access to electricity	0.1238573	0.3294399	0	1
Place of residence and Regions	Urban	0.2454915	0.4304056	0	1
	Kampala	0.0774702	0.267353	0	1
	Central	0.1968504	0.3976436	0	1
	Eastern	0.1855474	0.3887657	0	1
	Northern	0.3806198	0.4855701	0	1
	Western	0.1595123	0.3661764	0	1

Observation 7,874

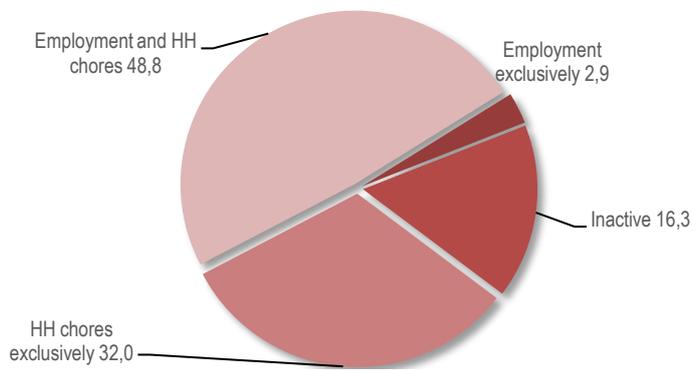
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A4. Activity status of out-of-school children, 10-13 years age group, by sex

Male



Female



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Statistical annex : Youths aged 15-24 years

Table A6. Decomposition of population, persons aged 15-24 years, by residence, sex, age range and migration status

		Decomposition of labour force (% population)							Total
		Inactive			Active				
		Discouraged worker ^(a)	Student	Other inactive	Employed		Unemployed		
Student	Not student				Looking for first job	Previously employed			
Residence	Urban	2.8	36.9	9.2	11.3	32.0	3.5	3.1	100
	Rural	0.5	22.3	4.6	29.5	41.4	0.5	0.6	100
Sex	Male	0.9	26.1	2.8	31.3	36.6	0.9	0.7	100
	Female	1.0	23.9	8.0	21.1	42.6	1.2	1.3	100
Age range	15-19	0.8	32.9	4.4	35.2	24.6	0.7	0.5	100
	20-24	1.2	12.1	7.0	11.4	63.9	1.6	1.9	100
Migration status	Migrated	1.4	17.3	8.5	10.6	57.0	1.8	2.6	100
	Not migrated	0.8	26.5	4.7	29.3	36.2	0.9	0.7	100
Total		0.9	25.0	5.4	26.1	39.6	1.0	1.0	100

Notes: (a) Discouraged workers are defined as those who are available to work but who have given up actively seeking work.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

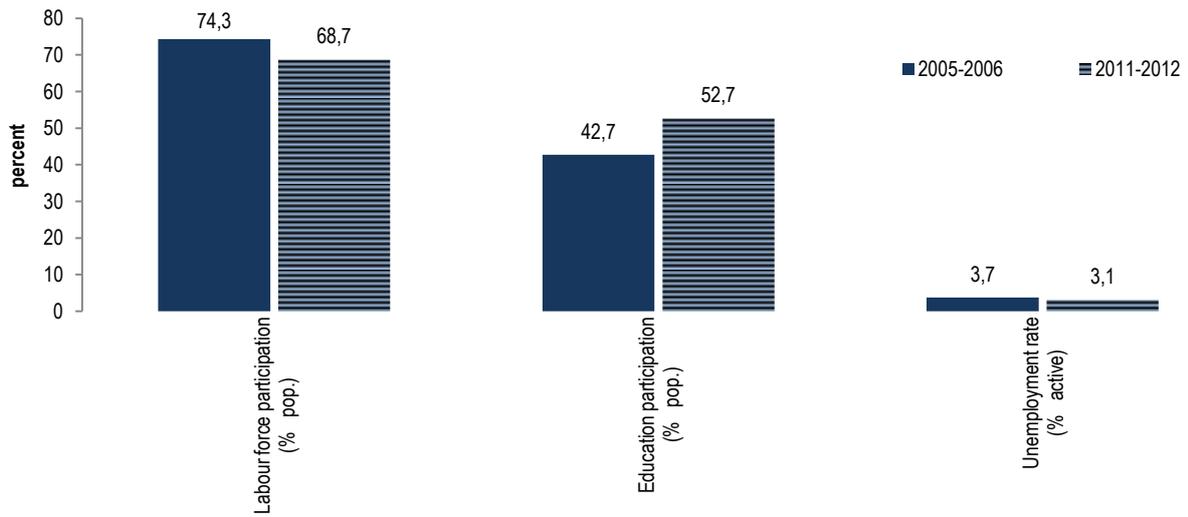
Table A7. Aggregate labour market indicators, persons aged 15-24 years, by residence, sex, age range and migration status

Population category		Labour mkt. participation (% pop.)	Education participation (% pop.)	Inactive and out of education (% pop.)	NEET ^(a) (% pop.)	Employment rate (% active)	Unemployment rate (% active)	Relaxed unemployment rate ^(b) (% expanded active)
Residence	Urban	51.2	52.4	10.7	15.4	86.5	13.5	24.3
	Rural	72.6	52.8	4.9	5.7	98.5	1.5	3.4
Sex	Male	70.3	59.0	3.1	4.3	97.6	2.4	5.1
	Female	67.1	46.6	8.6	10.5	96.2	3.8	7.9
Age range	15-19	61.9	69.8	4.6	5.4	98.0	2.0	5.3
	20-24	79.6	24.9	8.1	10.8	95.5	4.5	8.0
Migration status	Migrated	72.8	29.5	9.4	13.2	93.8	6.2	11.3
	Not migrated	67.9	57.3	5.2	6.3	97.5	2.5	5.5
Total		68.7	52.7	5.9	7.5	96.9	3.1	6.5

Notes: (a) NEET refers to youth who are not in education or employment. It is a measure that therefore reflects both youth who are inactive and out of education as well as youth who are unemployed; (b) Relaxed unemployment considers both unemployed workers and all individuals who are not working and available for work. The relaxed unemployment rate is the sum of unemployed workers and not working individuals available for work expressed as a percentage of the expanded active population. The expanded active population, in turn, comprises not working individuals available to work and the active population.

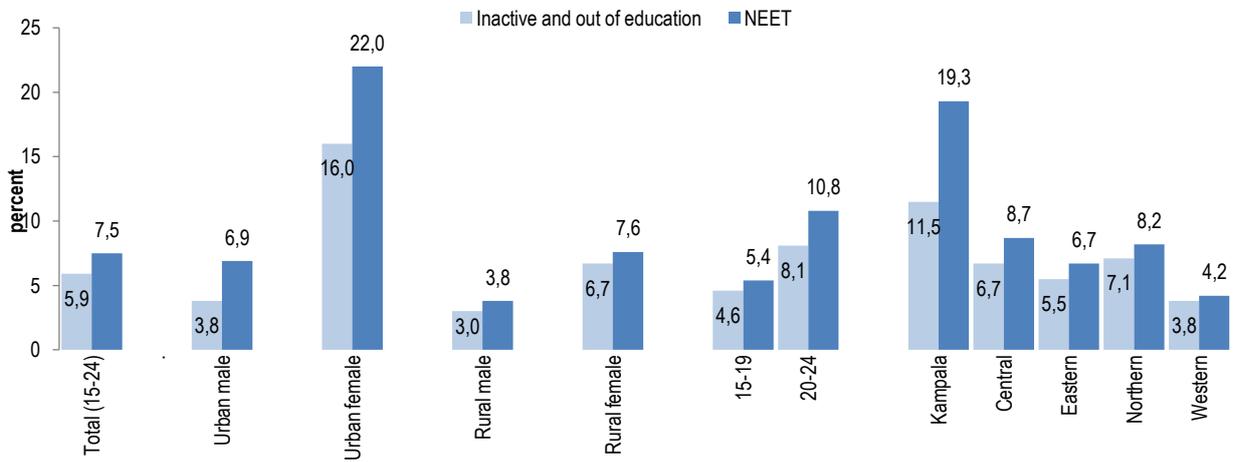
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A5. Trends in aggregate labour market indicators, 15-24 age group, 2005/2006-2011/2012



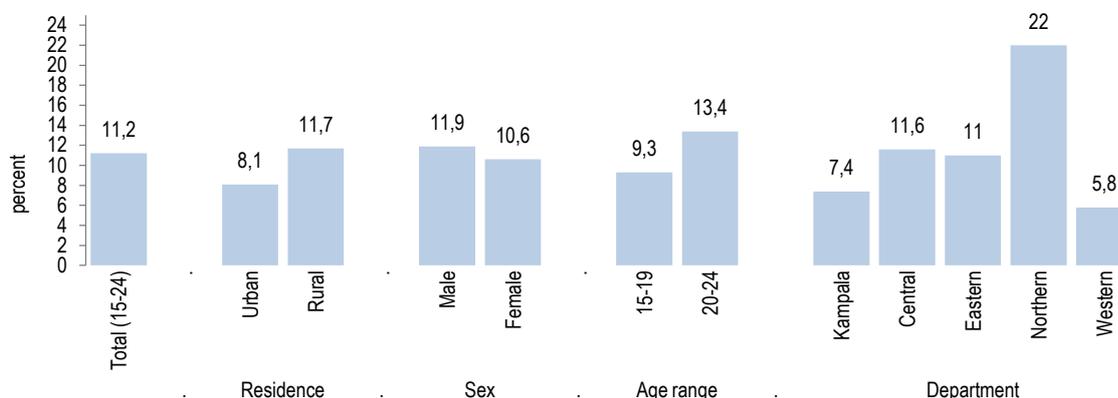
Source: UCW calculations based on Uganda National Household Survey (UNHS), 2005/2006 and Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A6. Percentage of young people who are inactive and out of education and in NEET, by sex, age range, residence and Region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A7. Youth underemployment rate^(a) (percentage of employed population aged 15-24 years), by residence, sex, age range and region



Notes: (a) Information on underemployment does not cover employed in subsistence agriculture. The time-related underemployment rate is defined as the number of employed persons in situations of underemployment expressed as a percentage of total persons in employment. A person is considered in a situation of underemployment, in turn, if he/she works less than 40 hours a week and would like to work more hours.

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A8. Sector of employment, percentage of employed persons aged 15-24 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Agriculture	77.3	80.0	26.0	86.0	78.6
Manufacturing	3.8	2.8	9.0	2.5	3.3
Commerce	7.5	6.9	26.7	4.5	7.2
Service	7.3	9.8	31.4	5.4	8.5
Other sector ^(a)	4.1	0.6	6.9	1.8	2.4
Total	100	100	100	100	100

Note (a) The category "Other" includes construction, mining and quarrying, electricity, gas and water supply and extraterritorial organizations and bodies.

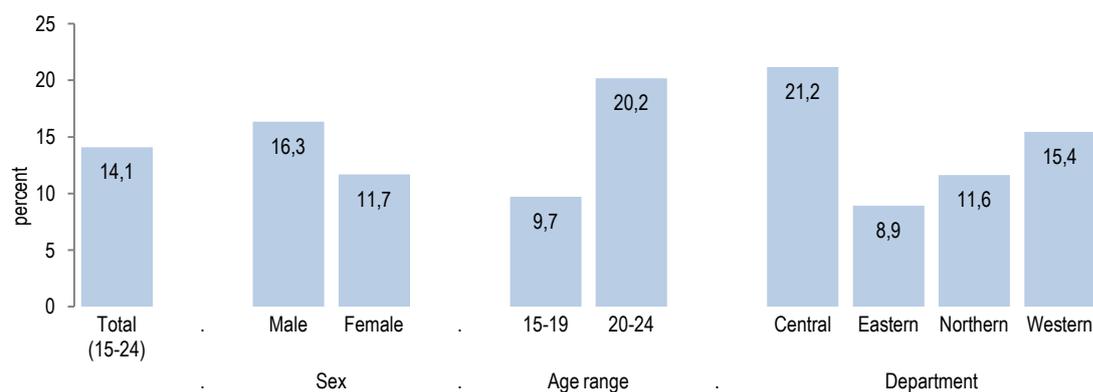
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012..

Table A9. Status in employment, percentage of employed persons aged 15-24 years, by sex and residence

Sector of employment	Sex		Residence		Total
	Male	Female	Urban	Rural	
Paid worker	20.1	12.6	45.8	12.3	16.4
Self-employed	40.6	47.7	34.2	45.5	44.1
Unpaid family work	38.8	38.8	18.6	41.6	38.8
Other status	0.5	0.9	1.5	0.6	0.7
Total	100	100	100	100	100

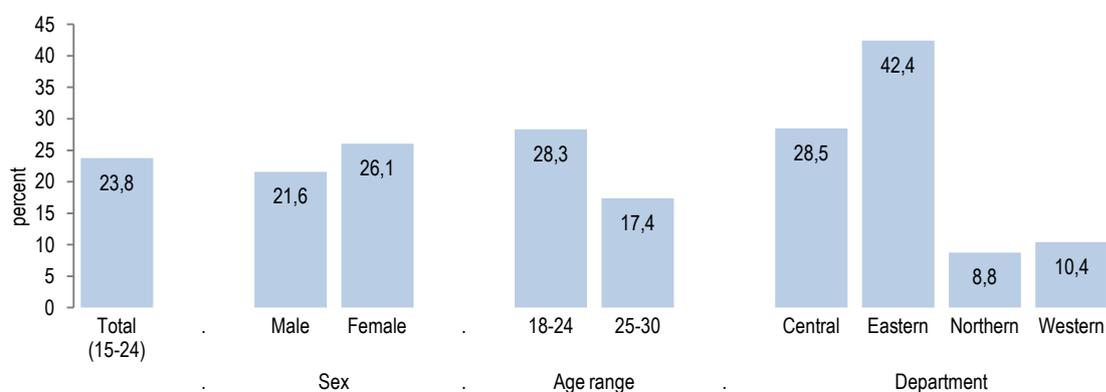
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Figure A8. Rural non-farm^(a) enterprise employment (percentage of employed rural youth aged 15-24 years), by residence, sex, age range and region



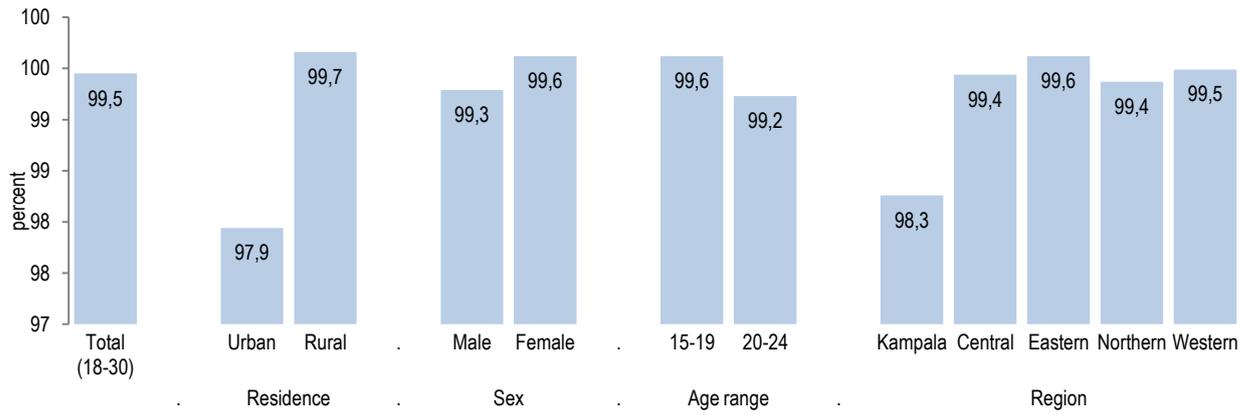
Notes: (a) Non-farm workers are defined as those working outside the agriculture sector.
 Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A9. Subsistence agriculture^(a) (percentage of employed rural youth aged 15-24 years), by residence, sex, age range and region



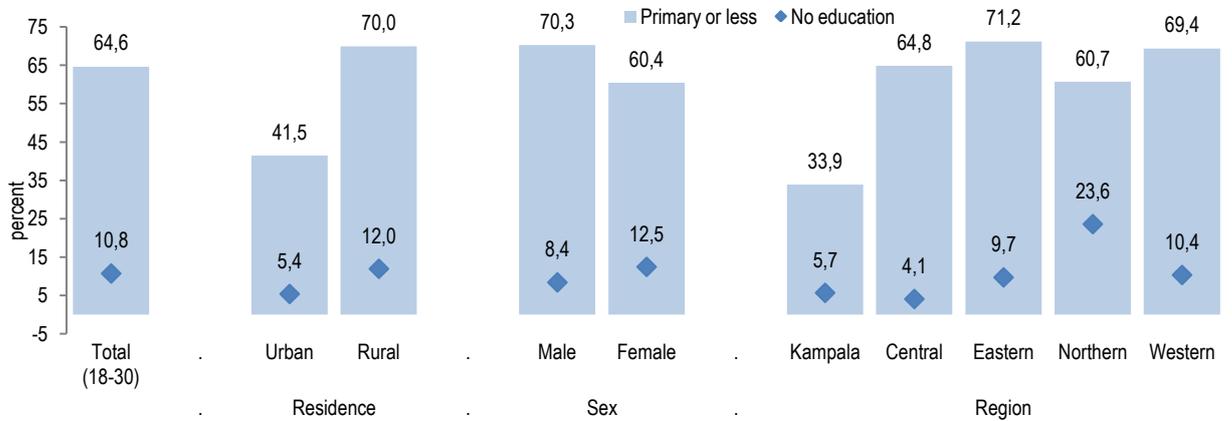
Notes: (a) Subsistence agriculture is defined as agriculture production on own farm exclusively for household final consumption
 Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A10. Employment informality, employed youth aged 15-24 years, by sex, residence and region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A11. Educational attainment, non-student population aged 15-24 years, by sex, residence and region



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Static annex : Youths aged 18-30 years

Table A10. Decomposition of labour force, persons aged 18-30 years, by region

Category		Decomposition of labour force (% population)						Total
		Inactive			Active			
		Discouraged worker ^(a)	Student ^(b)	Other inactive	Employed		Unemployed ^(c)	
Student ^(b)	Not student							
Region	Kampala	2.1	13.9	10.8	3.9	56.6	5.1	100
	Central	1.2	9.9	7.9	8.8	68.2	1.2	100
	Eastern	1.2	11.3	6.3	15.7	63	1.1	100
	Northern	0.6	11.8	6.3	7.7	71.3	1.1	100
	Western	0.2	10.8	4.3	10.8	72.4	0.4	100

Notes: (a) Discouraged workers are defined as those who are available to work but who have given up actively seeking work.
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Table A11. Education level and youth activity status, non-student population aged 18-30 years

Education level	Distribution <u>across</u> activity status categories				Total
	Inactive		Active		
	Discouraged worker ^(a)	Other inactive	Employed	Unemployed	
No education	0.6	13.4	84.8	1.0	100
Primary	0.8	6.6	90.3	2.1	100
Secondary incomplete	1.3	9.8	84.1	4.6	100
Secondary completed	1.6	13.8	78.3	5.9	100
Higher than secondary	1.7	4.6	84.1	8.7	100
Total	1.0	8.2	87.5	3.1	100

Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

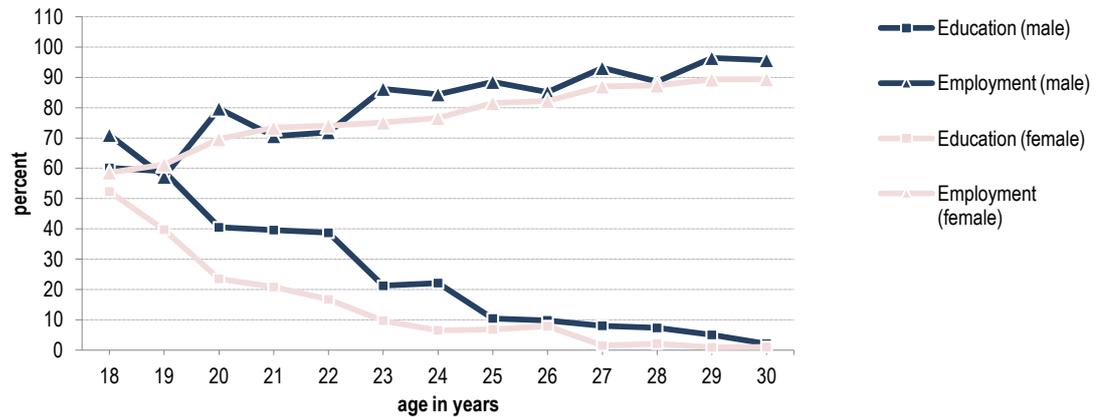
Table A12. Education level and youth activity status, non-student population aged 18-30 years

Education level	Distribution <u>within</u> activity status categories				Total
	Inactive		Active		
	Discouraged worker ^(a)	Other inactive	Employed	Unemployed	
No education	8.2	21.2	12.6	4.3	13.0
Primary	46.2	44.8	57.5	38.5	55.7
Secondary incomplete	29.3	25.8	20.9	32.8	21.8
Secondary completed	4.6	4.5	2.4	5.2	2.7
Higher than secondary	11.7	3.7	6.5	19.2	6.8
Total	100	100	100	100	100

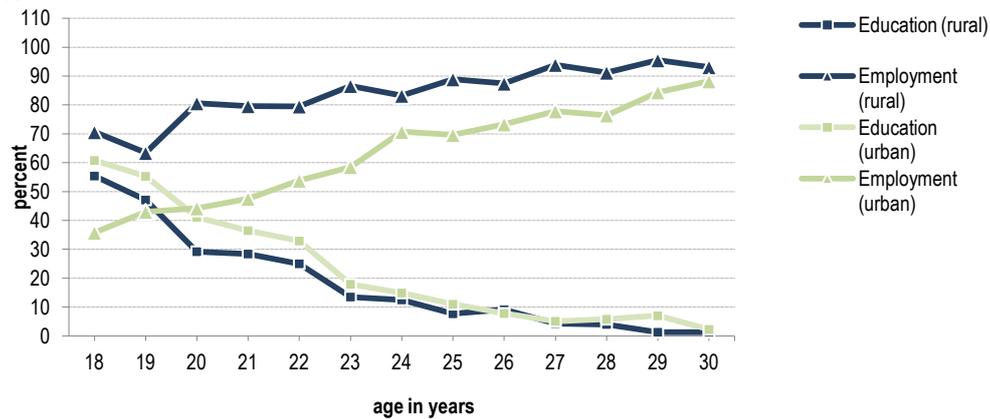
Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A12. Activity patterns of youth over the 18-30 years age range vary considerably by sex and residence

(a) Percentage of youth in education and employment, by sex and age

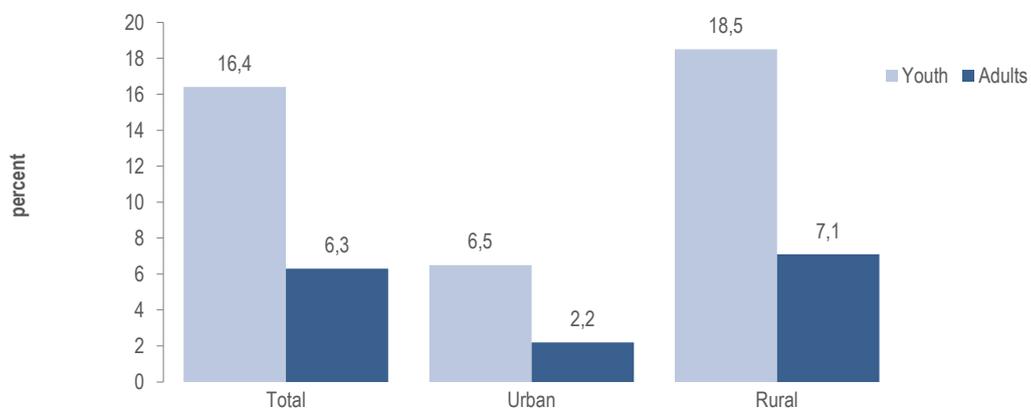


(b) Percentage of youth in education and employment, by residence and age



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012

Figure A13. Unpaid family workers as a percentage of employed persons, youth and adult workers



Source: UCW calculations based on Uganda Labour Force and Child Activities Survey (NLF&CAS) 2011/2012.

Table A13. A matrix of unconditional hazardous work

Sectors	Activities	Hazardous condition	Risks and possible consequences ^{102,103}
Trafficking	<ul style="list-style-type: none"> Domestic work Commercial sexual exploitation 	<ul style="list-style-type: none"> Loss of identification Separation from family Physical and sexual abuse Bondage 	<ul style="list-style-type: none"> Sexually transmitted diseases (including HIV/AIDS) Emotional/psychological trauma Impaired moral development Cuts and wounds Loss of dignity/self-esteem
Commercial sexual exploitation	<ul style="list-style-type: none"> Providing sexual services Engagement in child pornography 	<ul style="list-style-type: none"> Involuntary (forced) labour Exposure to physical violence Sexual abuse Exposure to drugs 	<ul style="list-style-type: none"> Sexually transmitted diseases (including HIV/AIDS) Unwanted pregnancy and abortion Emotional/psychological trauma Impaired moral development Cuts and wounds Loss of dignity/self-esteem
Armed conflict	<ul style="list-style-type: none"> Children abducted to join fighting forces Children conscripted to join the military Portering supplies Spying to gather information Sexual slavery 	<ul style="list-style-type: none"> Exposure to violence (target and perpetrator) Sexual and physical abuse Isolation from family Using dangerous weapons Deprivation of food/water Carrying heavy loads 	<ul style="list-style-type: none"> Emotional/psychological trauma Impaired moral development Cuts and wounds Injuries/disability Sexually transmitted diseases (including HIV/AIDS) Fatigue Stunted growth and deformity

¹⁰² Any other sectors/activities that could deny children the right to education by preventing their attendance at school are considered hazardous. Consequences of denial of education might include limited cognitive development, lack of basic literacy/numeracy skills, and limited opportunities for future productive employment.

¹⁰³ Any hazardous activity could potentially cause the death of the child. The ultimate consequence of hazardous work, across sectors, is death.

Table A14. A matrix of conditional hazardous work

Sectors	Activities	Conditions under which the work is hazardous	Risks and possible consequences
Agriculture	<ul style="list-style-type: none"> From Digging, Planting, Growing, Harvesting, Processing, and Marketing: <ul style="list-style-type: none"> o Tobacco o Tea o Rice o Sugar cane o Maize milling o Cotton o Horticulture 	<ul style="list-style-type: none"> Noise and vibration Carrying heavy loads Exposure to dust, fumes Exposure to hazardous chemicals (pesticides) Exposure to extreme temperatures Using tractors and dangerous machinery Long hours of work Exposure to smoking Animal attack 	<ul style="list-style-type: none"> Loss of hearing Poisoning (acute and chronic) Cuts and wounds Fatigue Long term health problems Respiratory diseases Musculoskeletal injuries
	<ul style="list-style-type: none"> Subsistence farming Hunting 	<ul style="list-style-type: none"> Long hours Animal attack Carrying heavy loads Use of sharp objects Walking long distances 	<ul style="list-style-type: none"> Fatigue Injury from animal attack Accidents Musculoskeletal injuries Cuts and wounds
	<ul style="list-style-type: none"> Animal herding 	<ul style="list-style-type: none"> Animal attacks Long hours Isolation Walking long distances 	<ul style="list-style-type: none"> Fatigue Psychological stress Injury from animal attack Accidents Infection with animal diseases
Fishing	<ul style="list-style-type: none"> Paddling boats/canoes Loading boats/canoes Fishing Smoking fish 	<ul style="list-style-type: none"> Long hours Work at night Sudden shifts in weather Carrying heavy loads Animal attacks Travelling across deep water 	<ul style="list-style-type: none"> Drowning Water-borne diseases Fatigue
Domestic work	<ul style="list-style-type: none"> cleaning cooking washing child minding 	<ul style="list-style-type: none"> Handling sharp instruments Working with machinery and tools Working long hours Isolated from family Handling fire and hot objects Sexual harassment/abuse Inadequate food 	<ul style="list-style-type: none"> Musculoskeletal injuries Cuts and wounds Emotional/psychological stress or trauma Burns Fatigue Stunted physical development
Construction	<ul style="list-style-type: none"> Brick making Portering Carpentry work Building Road construction 	<ul style="list-style-type: none"> Exposure to chemicals Exposure to fumes, dust Exposure to fire and excessive heat Working long hours Carrying heavy loads Excessive noise/vibration Exposure to dangerous tools Exposure to dangerous heights and depths 	<ul style="list-style-type: none"> Burns Musculoskeletal injury Cuts and wounds Respiratory diseases Fatigue Loss of hearing Stunted growth and deformity
Mining	<ul style="list-style-type: none"> Sand harvesting Quarrying Stone crushing Digging in caves/tunnels 	<ul style="list-style-type: none"> Exposure to fumes, dust Exposure to fire and excessive heat Working long hours Carrying heavy loads Falling rocks or objects Excessive noise/vibration Working at heights or below ground 	<ul style="list-style-type: none"> Burns Musculoskeletal injury Cuts and wounds Respiratory diseases Fatigue Loss of hearing
Urban informal sector	<ul style="list-style-type: none"> Working in markets Hawking Street vending Begging Scavenging and stealing Welding Cross-border smuggling 	<ul style="list-style-type: none"> Exposure to drugs Exposure to chemicals Exposure to physical and sexual abuse Traffic accidents Working long hours Working at night Carrying heavy loads Unsanitary conditions 	<ul style="list-style-type: none"> Cuts and wounds Emotional/psychological stress Injuries Fatigue Loss of self-esteem Drug addiction Loss of hearing Damage to eyesight

Table A14. A matrix of conditional hazardous work

Sectors	Activities	Conditions under which the work is hazardous	Risks and possible consequences
Entertainment	<ul style="list-style-type: none"> • Hotels/bars/restaurants • Casinos • Video parlors • Night clubs 	<ul style="list-style-type: none"> • Sexual harassment/abuse • Long hours • Work at night • Work with knives/sharp objects • Exposure to immoral behaviour 	<ul style="list-style-type: none"> • Emotional/psychological stress • Sexually transmitted diseases (including HIV/AIDS) • Cuts and wounds • Impaired moral development • Loss of dignity/self-esteem

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