

## Chapter 23

### Case Study Theme 3: Youth and Employment – Kenya and Uganda

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#### Box 23.1 SDG 8 Decent Work and Economic Growth

Targets: 8.3 Decent job creation, entrepreneurship, formalisation and growth of micro-, small and medium-sized enterprises, including access to financial services; 8.5 Full and productive employment and decent work for all, including for young people; 8.6 By 2020, substantially reduce the proportion of young people not in employment, education or training; 8b By 2020, develop and operationalise a global strategy for youth employment

Issue: Lack of access to decent and dignified jobs; and competition from larger, experienced enterprises

Strategy: Access to Government Procurement Opportunities (AGPO) - Kenya, and employment plans in Uganda

### 23.1 Introduction

This case study is set against Goal 8: Decent Work and Economic Growth. There is increasing political will nationally and internationally to tackle the youth unemployment crisis across the globe. The ILO's *World Employment and Social Outlook 2016, Trends for Youth* report showed that the global number of unemployed youth was set to rise by half a million, to reach 71 million in 2016. Many governments are recognising the significance of addressing this crisis. The following case studies look at enhancing economic opportunities for young entrepreneurs, through affirmative action in procurement policies in Kenya and a multi-sectoral youth employment initiative in Uganda.

### 23.2 Access to Government Procurement Opportunities (AGPO), Kenya

The biggest challenge for young people in building a reputation for their enterprises as entrants into the arena is competing with larger, well-established and often influential adult enterprises. Kenya's AGPO project recognises this disparity between youth

and adult enterprises, and sets aside support for specific groups of people disadvantaged by highly competitive processes.

The AGPO project, initiated in 2012, is an example of how micro- and small businesses owned by young people, women and people living with disability were able to benefit from government procurement opportunities through a Presidential Directive that required that at least '30% of government tenders and procurement opportunities should be set aside specifically for these enterprises'.<sup>1</sup>

The initiative grew out of the Public Procurement and Disposal (Preference and Reservations) Amendment Regulations in 2013, which specify that 'a procuring entity shall implement the requirement through its budgets, procurement plans, tender notices, contract awards and submit quarterly reports to the authority'.<sup>2</sup> It was led by the Ministry of Finance through the Public Procurement Directorate, and partnerships included those with revenue and construction authorities, a council representing persons with disability, legal offices, and the authority representing medium-sized and small enterprises.

In overcoming challenges in the process, and to overcome the initial non-response to this enabling strategy, the implementing ministry 1) increased information and outreach to youth businesses and 2) conducted training through groups such as the National Gender and Equality Commission to sensitise women and youth on the procurement qualification and requirements, registration process, available opportunities and how to obtain information about the programme.

### 23.3 Multi-sectoral youth employment initiatives in Uganda

The magnitude of the youth unemployment context in Uganda has demanded that many state and non-state actors focus on national unemployment challenges,<sup>3</sup> especially as outlined in the National Employment Policy (2011), the Skilling Uganda Strategic Plan (2012–2022) and the Government of Uganda's 2040 Vision, among others.

Under the *Delivering as One*<sup>4</sup> initiative, numerous UN agencies in Uganda – from the Food and Agriculture Organization to the International Organization for Migration – worked collaboratively,

and cohesively, on a Programme of Action on Youth Engagement and Employment, to ensure a holistic approach that builds on strengths but avoids overlap by the various UN agencies. This approach to mainstreaming has included interventions that support emerging and established enterprises of young people, training on labour market data, development of a *Youth Entrepreneurship Development Manual*, used to train more than 6,000 young people, and support to government for the finalisation of a National Plan for Youth Employment.

### 23.4 Implications: what enablers/disablers influenced the process?

Considering the Enablers Framework in Chapter 4, the societal, structural, institutional and impact factors outlined in Table 23.1 influenced these affirmative action and multi-sectoral initiatives.

Table 23.1 Youth and employment case studies: analysis of enablers and disablers

Enablers/disablers	Elaboration
<b>Societal</b>	<ul style="list-style-type: none"> <li>• Lack of trust in relatively new, youth-led entrepreneurship initiatives may hinder procurement opportunities being provided to young people (Kenya)</li> <li>• Highly competitive bidding processes involving large-scale and experienced bidders and limited assessment criteria may result in inadequate attention to the quality and innovation of youth-led enterprises (Kenya)</li> <li>• High levels of youth unemployment (Uganda)</li> </ul>
<b>Structural – macro</b>	<ul style="list-style-type: none"> <li>• None identified</li> </ul>
<b>Structural – meso</b>	<ul style="list-style-type: none"> <li>• Recognition of specific needs of young and emerging entrepreneurs (Kenya) and unemployed youth (Uganda)</li> </ul>
<b>Organisational – structures</b>	<ul style="list-style-type: none"> <li>• Recognition of youth-specific challenges in entrepreneurship and creating responsive, youth-friendly bidding procedures on the part of the Ministry of Finance and the Public Procurement Directorate (Kenya)</li> <li>• Recognition of youth unemployment as a specific area of focus in broader unemployment (Uganda)</li> </ul>
<b>Organisational – process</b>	<ul style="list-style-type: none"> <li>• Design and implementation of affirmative action programmes for procurement processes, with a focus on young people (Kenya)</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>• Greater government business opportunities for young entrepreneurs</li> </ul>

Where the youth sector or government is interested in providing greater opportunities for young entrepreneurs, or for youth employment, it may need to consider:

- collaboration with public procurement departments and ministries of finance and planning to advocate for youth-specific concerns in relation to young entrepreneurs/youth unemployment and partnerships with government and other stakeholders;
- highlighting youth talent/innovation/value for money in providing services to governments and other stakeholders through evidence, including innovation awards etc.;
- working through processes to influence the design and implementation of government directives around affirmative action for young entrepreneurs;
- ensuring the integration of youth unemployment issues, and youth voices and influence, in developing national employment strategies;
- supporting development of youth-friendly monitoring and evaluation tools to assess the impact of programmes such as AGPO or youth employment programmes on the lives of young entrepreneurs (stability and security of entrepreneurship programmes) and unemployed youth obtaining jobs; and
- where affirmative action for youth is combined with programmes for affirmative action for women and people living with disability, ensuring that there is equitable distribution of procurement opportunities across all three groups, where one group is not favoured.

## Notes

- 1 Access to Government Procurement Opportunities (AGPO) N.D.
- 2 Government directive.
- 3 YouthPOL is the ILO's global online repository of information, policies and legislation related to youth employment.
- 4 United Nations N.D.

## References

- Access to Government Procurement Opportunities (AGPO)(N.D.), 'About AGPO', available at: <http://agpo.go.ke/pages/about-agpo>
- International Labour Organisation (2016), *World Employment and Social Outlook 2016: Trends for Youth*, available at: [http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS\\_513728/lang--en/index.htm](http://www.ilo.org/global/about-the-ilo/newsroom/news/WCMS_513728/lang--en/index.htm).
- United Nations Uganda (N.D.), *Delivering as One*, available at: <http://www.un-ug.org/page/delivering-one>

