



OFFICE OF THE PRIME MINISTER

# FINAL REPORT

## Popular Version August 2021

Process Evaluation of Government of Uganda's "  
Promotion of Green Jobs Programme"

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Submitted by:



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## Acronyms

BTVET	Business Technical Vocational Education and Training
CAO	Chief Administration Officer
COFTU	Central Organisation of Free Trade Unions
COVID	Corona Virus Disease
CPC	Cardno Partners Consult
CSO	Civil Society Organization
DAC	Development Assistance Committee
DIT	Directorate of Industrial Training
DLG	District Local Government
ENABEL	The Belgian Development Agency
FUE	Federation of Uganda Employers
GDP	Gross Domestic Product
GGDS	Green Growth Development Strategy
GHG	Green House Gases
GIZ	Deutsche Gesellschaft Für Internationale Zusammenarbeit
GJP	Green Jobs Program
GVS	Graduate Volunteer Scheme
ICT	Information Communication Technology
ILO	International Labour Organization
JICA	Japanese International Corporation Agency
KCCA	Kampala Capital City Authority
KII	Key Informant Interviews
MAAIF	Ministry of Agriculture Animal Industry and Fisheries
MERL	Monitoring, evaluation reporting and Learning
MFPEd	Ministry of Finance Planning and Economic Development
MGLSD	Ministry of Gender, Labour and Social Development
MOES	Ministry of Education and Sports
NDP	National Development Plan
NOTU	National Organization of Trade Unions
NPA	National Planning Authority
NPCU	National Programme Coordination Unit
ODA	Official Development Assistance
OECD	Organization for Economic Co-operation Development

OPM	Office of the Prime Minister
PIP	Programme Implementation Plan
PS	Permanent Secretary
SLM	Sustainable Land Management
SNV	Netherlands Development Organization
TC	Town Council
TOC	Theory of Change
UGIP	Uganda Green Incubation Program
UGX	Uganda Shillings
UMA	Uganda Manufacturers Association
UN	United Nations
UNDP	United Nations Development Programme
UNRA	Uganda National Roads Authority
UPE	Universal Primary Education
USD	United States Dollar
USSIA	Uganda Small Scale Industries Association

## 0.1. INTRODUCTION

### 1.1 Brief description of the Employment status

Uganda's population has continued to grow over time. It increased from 9.5 million in 1969 to 42.6 million in 2020 representing an average annual growth rate of 3.0 percent between 2002 and 2020, with the highest proportion of Uganda's population being young (under 18 years). The total population in employment is estimated at 9.1 million people of whom 46 percent are females. Overall, the employed population constitutes of 48 percent being of the working age population. The percentage of females is 39.7%, with Seventy-three percent of women age 15-49 are currently employed. The proportion of women currently employed increases steadily with age, doubling between age 15-19 (48%) and age 45-49 (98%) (*2017 Statistical Abstract, Uganda Bureau of Statistics*)

A large majority (84%) of currently married women age 15-49 are employed. Among those employed, proportions of women (21%) are not paid for their work, 48% of employed women are more likely to be paid in cash only and 28% of employed women are more likely to be paid with a mix of cash and in-kind compensation (*2016/2017 Uganda National Household Survey*).

According to ILO statistics of 2017, less than half of the youth population has completed school (9.4 per cent) or is attending school (33.3 per cent). There is a slight increase in the share of youth with no education or leaving education before completion (51.3 percent in 2013 to 57.3 per cent in 2015), with higher shares for young women than men. Statistics show that there is a strong correlation between the levels of education and a young person's labour market transition: the higher the educational attainment, the more likely a young person was to complete his or her labour market transition to stable and/or satisfactory employment. (*International Labour Organization, 2017 Statistical Abstract*)

Youth in Uganda show strong preferences for finding future work in modern sector occupations, such as professionals, technicians and associate professionals. However, the shares of youth working as professionals remained very low (3.3 per cent), thus signaling a labour market mismatch. The youth unemployment rate has increased from 5.0 to 6.5 per cent with rates higher among young women and youth in urban areas. The length of unemployment among youth tends to be long, whereby 38.8 per cent of unemployed youth look for work for longer than one year. In 2015, 70% of youth remained in vulnerable employment as own-account workers (43.1 per cent) or unpaid family worker (27.7 per cent). At the same time, almost 78.4 per cent of youth in paid employment were engaged without a written contract. Agriculture, although the smallest contributor to gross domestic product (GDP), continued to absorb the largest portion of Uganda's young workers (57.2 per cent), followed by service sector activities (32.1 per cent) and industry (10.9 per cent). Another challenge that the youth face according to the ILO Statistics 2017, is the low rate of utilization of the youth labour, with 67.9 per cent in 2015 up from 62.7 per cent in 2013. The share of underutilized labour potential consisted of 48.9 per cent of the youth population in irregular employment (either in self-employment or paid employment with contract duration less than 12 months), 14.7 percent unemployed and 4.2 per cent inactive non-students. Finally the low quality of jobs remain also a strong hindrance to the country's productive transformation. (*International Labour Organization, 2017 Statistical Abstract*).

Recent studies report that the youth attribute their poverty to lack of employable skills, lack of productive resources (land and capital and/or credit, entrepreneurship), and lack of apprenticeship and or internship schemes, gender discrimination, and their own negative attitude towards agriculture. In spite of the UPE and the affirmative action for young women in tertiary institutions, many young people are still illiterate, rural based, lack vocational and artisan skills. These youth who are in their prime working

age and energetic, are redundant, underemployed, unemployed and vulnerable to manipulations. A growing proportion of youth who are unable to find gainful employment poses a serious threat to social and political stability. It also represents a major waste of available human resource capable of contributing to economic growth. It is important that this human resource is better utilized

## **1.2 The Green Jobs Programme**

The Green Jobs programme is aimed at creation of green and decent employment, enhancement labour productivity, and reduction of poverty. The programme targets both educated and uneducated women and youth with the aim of contributing to reduction of the high levels of unemployment among educated and uneducated through three objectives.

**Programme Objective 1:** Promotion of workplace re - skilling and skilling for educated and uneducated

**Programme Objective 2:** Promotion of resources efficiency and social safeguards at workplaces

**Programme Objective 3:** Enhancement for the productivity of workers and enterprises

The Programme targets both educated and uneducated working age population particularly women and youth. The components of the Programme are; (i) Informal sector (Jua-kalis) support (ii) Revitalization of quality apprenticeship and volunteerism in Uganda (iii) Establishment of Industrial Business Shelters with Common-user Facilities (iv) Support the adoption of Songhai model- Green Incubation Centres (v) Strengthening Social Safeguards (vi) Promotion of Decent/Green Jobs Abroad and (vii) strengthening Local Governments and KCCA in Green Jobs Creation and Labour Productivity Enhancement.

### **1.3 Purpose of the Process evaluation**

The overall purpose of the evaluation was to assess whether or not the “Promotion of Green Jobs Programme” is working, what is/isn’t working, how, why and how it can be strengthened. The specific objectives include:

- i. To determine the appropriateness of the programme provisions, whether its objectives were met, the efficiency of delivery strategies, impact, and the sustainability programme.
- ii. To assess programme implementation fidelity and quality, and effectiveness of the management modalities in use.
- iii. To document the lessons learned emerging from a synthesis of major challenges affecting aspects of the programme performance.
- iv. To stipulate the recommended priority areas for action, highlight areas for further research and/or impact evaluation.

The scope of the process Evaluation focused on the implementation process, and the institutional, management and support systems across the programme cycle. The evaluation assessed:

- All the seven pillars of the programme
- The performance of the programme in terms of attainment of programme objectives, intermediate effects and ultimate changes attributable to the programme with respect to approaches used to design and organize programme execution.



## 2.0. METHODOLOGY

### 2.1 Process Evaluation Design

Following the improved version of the Organization for Economic Co-operation and Development (OECD) and Development Assistance Committee (DAC) evaluation criteria, a mixed-method approach was adapted to address the objectives of the assignment. Key evaluation criteria that we will use in the assignment will include:

**Relevance:** To what extent is the programme meeting the national priorities in relation to employment and livelihoods including supporting other complimentary policies targeting the same actors and beneficiaries?

**Effectiveness:** To what extent has the programme achieved its objectives, results and including the extent to which lives of the beneficiaries have been improved in line with the programme outcomes and impacts at micro, meso and macro levels?

**Efficiency:** To what extent did the approach in implementation of the Green Jobs Programme registered savings and reduced wastage of resources?

**Sustainability:** To what extent has or will the results and benefits delivered by the Programme likely to continue post implementation?

**Impact:** To what extent have the interventions programme generated changes or effects, including those resulting from the programme activities and directly/indirectly impacted on the local social, economic, environmental and other development indicators?

**Synergy/Coherence:** How effective was the synergy among implementing partners and stakeholders for the Green job programme?

## **2.2 Data collection Methods**

### **2.2.1 Key Informant Interviews (KIIs).**

This involved interviews with the programme stakeholders such as representatives from local leadership, local governments and the line ministries and relevant stakeholders as guided by the OPM and the MGLSD. Some of the meetings were online meetings (Zoom, Google meet, Microsoft teams, phone call) in response to current COVID 19 situation. KII were aimed at getting in depth opinions about the implementation mechanisms and progress of the programme. Using a mixture of purposive and stratified sampling approach based on the organizations, agencies, ministries and development partners engaged in the programme, we sampled respondents to be included in the process evaluation study. Based on the logistics available, pillars, and the evaluation objectives, a total of 40 KIs were selected to be part of the process evaluation. However, for key informant interviews, we held in-depth interviews with respondents from national (Policy level) and district/implementation level for a total of 35 key informants who were interviewed for the study. **Key informant guides** focusing on drawing insights regarding the implementation challenges, processes, results, coordination efforts and capacity improvement with respect to improving employment and labour productivity. The key thematic areas of enquiry examines resources (technical capacity and financial allocation), coordination and partnership, relevance, effectiveness, efficiency, support services and implementation processes for the programme.

**Focus Group Discussion (FGD):** FGDs were used as one of the qualitative data collection methods in the process evaluation. The FGDs targeted primary beneficiaries of the Green Jobs Programme where a mixture of youth, women and people with disabilities were included in the study. Using a mixture of purposive and stratified sampling approach based on the key pillars, we sampled FGD respondents to be included in the process evaluation. We carefully selected the FGD participants to make sure that there is a representation of the beneficiaries of the programme. We thus conducted a total of 12 FGDs – 2 in each of the 6 districts visited during the data collection

phase. The final set of FGDs was agreed upon with the OPM and MoGLSD. The goal of the FGDs was to get an insight into the contribution of the programme in creating employment opportunities for the beneficiaries and increasing labour productivity. The FGD participants comprised of male and female respondents who benefited from the programme interventions. Each group will included 6-8 participants, translating to a total sample size of 96 respondents. FGD guides which covered aspects such as skills and knowledge gained from the programme interventions, quality of training, instructor knowledge and skills, satisfaction at the workplace, employment status, their career aspirations, application of skills gained from training programs, health and safety at the current workplace, coaching and mentoring at the work place, soft skills gained, changes in income status, materials and equipment at the training venues were designed.

**Graduate Volunteer Interviews:** Interviews were held with graduate volunteers who had benefited from the programme since inception. The graduate interviews targeted primary beneficiaries of the Green Jobs Programme who benefited from the apprenticeship and graduate volunteer component between 2018 and 2020. These were conducted through phone interviews.

## 3.0 ANALYSIS AND FINDINGS

Overall, the programme implemented though not fully, four of the seven pillars of the programme. The pillars implemented include 1, 2, 4 and 6. Pillar six was implemented through MGLSD other interventions.

### 3.1 Analysis and Findings-Relevance

Overall, the programme objectives and planned interventions are relevant and aligned with the objectives of the NDP II relating to employment and labour productivity, the national employment policy and the Uganda Green Growth Development strategy. Specifically, for NDP II, the programme contributes to the human development objective through support of non-formal skills providers, increasing the entrepreneurship skills development for women and mentoring of girls, and improving the quality and relevance of skills development. Furthermore for NPD II the programme is aligned to the objectives of improving the private sector competitiveness through support of the private sector in technical and entrepreneurial skills and aligned to the NDP II objective of enhancement of sustainable Land Management Practices (SLM); promotion time and labour saving technologies targeting women farmers. The programme is also well aligned with the national employment policy through creation of a revolving fund to facilitate Ugandans seeking employment abroad and developing of guidelines for the private sector, contributing to the objective of externalization of labour.

For the Uganda Green Growth Development Strategy, the programme is well aligned with three objectives of enhancing Uganda's economic growth while creating new opportunities for decent employment; supporting a low-emissions economic growth pathway by integrating resource use efficiency, climate resilience, disaster risk reduction and optimal use of natural capital; and lastly undertaking a socially inclusive growth that improves food and nutritional security. Specifically pillars 1 and 4 of the programme are well aligned to these objectives.

### 3.1.1 Relevancy to the needs and priorities of the country

**The Green Jobs Programme targets youth and women with the goal of enhancing their skills development and equipping them with the relevant technology in turn, increasing their productivity, hence relevant to the needs and priorities of the country.**

Overall, the programme is relevant to the needs of the country. In particular, the programme targets youth and women with the goal of enhancing their skills development and equipping them with the relevant technology in turn, increasing their productivity. For the informal sector workers “*juakali’s*” the programme builds their capacities through provision of green technologies, information and training, business start-up kit and exposure tours and yet are the most important sector for the economy. This in turn provides an avenue for creation of jobs, businesses and transforms them from the informal into the formal sector. Training and giving beneficiaries green technology restores the environment. The apprenticeship and volunteer program for instance supports provision of critical soft skills to both educated and non-educated youth which are important employable skills. The skills provided by the program include team work, anger management, critical thinking, communication, general work ethics and problem solving. Creation of business shelters with common user facilities and experienced craftsmen is well aligned with the objective of creating more job opportunities for youth and women through improving competitiveness and production in key sectors. The business centers also serve as breeding ground for innovations among young people thus contribution to creation of new products on the market. The business shelters are key in enhancing skills development, equipping youth with the relevant technology in turn increasing their productivity.

The seven pillars of the promotion of green jobs programme are aligned with key country priorities in the NDP II, the employment policy and the national green growth development strategy as follows:

**Pillar 1: Support to one million informal sector (Jua-Kalis) individuals:** The overall goal of pillar is to create one million jua kali jobs and businesses through provision of

green technologies, information and training, business start-up kit and exposure tours. The pillar is aligned to the NDP II, the national employment policy and the National Green Growth Development Strategy. In particular the NDP II, has interventions that support young people particularly women to make transition from the informal to the formal sector through improved access to training and business development services; encourages youth to form associations, set up youth centers and supports the retooling of the youth. The NPDII also supports the establishment of climate innovation centres to support investment in industries producing and adapting green technologies.

**Pillar 2: Revitalize quality apprenticeship and Volunteerism in Uganda:** The goal is to enroll educated and uneducated young people in both informal and formal apprenticeship and volunteer programs in the major sectors of the economy (Agriculture, hospitality and tourism, construction and manufacturing) in both public and private sector. This pillar is well aligned with NDP II and the national employment policy objectives whose overarching objective is to provide employable skills that are critical for socioeconomic transformation of the country. For NDP II in particular, the pillar is aligned and contributes to minimizing the poor work readiness skills among young people entering into the labour market for the first time. For the employment policy for instance, the pillar contributes to the objective of providing incentives to the private sector to impart skills to young people through work based training programs, attachments, mentoring and apprenticeships. Results from interviews with the beneficiaries indicate that 70% of the beneficiaries of the apprenticeship program said the skills and knowledge gained from the programme were relevant to the needs of their current job tasks. Secondly close to three quarters (73%) of the beneficiaries would recommend the program to their friends.

**Pillar 3: Establish 10 industrial business shelters with common user facilities:** the major goal is to provide workplace shelters to unemployed persons who lack places of work and access modern equipment and plant with international trainers in one

common facility in KCCA and other urban LGs. The pillar is aligned to the NDP II trade and industry objective of increasing private sector competitiveness through technical and entrepreneurial skills development interventions. With the regard to the national employment policy, this pillar is aligned to the objective of establishing a productivity center to enhance productivity improvement approaches including work ethics, productivity technologies for the private sector. The pillar also supports the objective of increasing the equitable access to appropriate skills training at all levels including the marginalized, women and girls.

**Pillar 4: support the adoption of the Songhai Model through creation of 30 incubation centers.** The Songhai model is an integrated system that reduces poverty, youth unemployment and food insecurity by strengthening the technical and organizational capacities of communities to produce efficiently and sustainably, focusing on production of more and better quality food for a growing population sustainably. This pillar is aligned to NDP II, the national employment policy and the National Green Growth Development Strategy for Uganda. The Green Growth strategy aims to support the low emission economic growth pathway by integrating resource use efficiency, climate resilience and optimal use of natural capital. Under the NDP II, the pillar is well aligned to the broad objective of increasing agricultural production and productivity through sustainable land use and management practices. It is also aligned to the objective increasing the sustainable use of the environment and natural resources included in the NDP II.

**Pillar 5: Promotion of Green and/or Decent employment abroad:** Overall goal is to establish a revolving credit fund with a commercial bank that will lend money at low interest rate to the potential workforce who have got green and / or decent jobs abroad and pay after starting work abroad. This pillar is aligned to the externalization of labour objective of the Uganda Employment Policy through creation of a revolving fund to facilitate Ugandans seeking employment abroad and developing of guidelines for the

private sector. It is also aligned to the Green Growth Development Strategy which aims to enhance Uganda's economic growth by creating new opportunities for decent employment.

**Pillar 6: Strengthening social safe guards:** This pillar focuses on strengthening community engagement and participation, child protection measures, gender equality, labour influx management, occupational safety and health in infrastructure development projects. The pillar is well aligned with both the NDP II and the national employment policy objectives of promoting the compliance with occupational safety and health standards in the private and public sector work places.

**Pillar 7: Strengthen local government and KCCA in green jobs creation and productivity enhancement:** Overall goal is to train, tool and retool the staff at the local governments (including KCCA) and establish functional Regional and District Job Centres in the creation of Green jobs. The pillar is aligned to NDP II, the employment policy and the national green growth strategy. In particular, it contributes to the human development objective through support of non-formal skills providers increasing the entrepreneurship skills development for women and mentoring of girls for NPD II.

As discussed above, it is clear that all the seven pillars and three objectives of the Green Jobs programme are aligned to the key national level policy and development plans. Furthermore, the programme targets the right audience as its focus is on marginalized categories who include people with disabilities, women, and the youth majorly working in the informal sector. It should be noted here that well as the programme at the design stage is very relevant to the country needs and priorities, the targets were not met due to funding gaps for the programme.



### 3.2 Analysis and Findings– Effectiveness

The Promotion of Green Jobs Programme overall goal is to contribute to the reduction of the high levels of unemployment among educated and uneducated with a focus on women and youth. The goal was to be achieved through three key objectives of workplace re-skilling and skilling, promotion of resources efficiency and social safe guards at the workplace and enhancement of the productivity of workers and enterprises. To assess effectiveness of the programme key question asked was “to what extent has the programme achieved its objectives, results and including the extent to which lives of the beneficiaries have been improved in line with the programme outcomes?”

**Implementation progress for all pillars was far behind schedule with just 4 of the 7 pillars registering some results. Overall, the programme reached 4,432 juakali beneficiaries; 237 beneficiaries through the apprenticeship and trained 250 individuals on the Songhai Model.**

Over-all, the Evaluation Team found out that the implementation progress for all pillars was far behind schedule with just four of the seven pillars registering some results. Overall, the programme reached 4432 juakali beneficiaries with business

start-up kits, training in operations and maintenance; 237 beneficiaries through the apprenticeship and volunteerism component, trained 250 individuals on the Songhai Model, set up one incubation centre for the Songhai Model, conducted two feasibility studies for establishment of a business shelter and for replicating the Songhai model in Karamoja. The following sub-section details progress for each pillar in terms of output achieved.

**Pillar 1: Support to one million informal sector (Jua-Kali) individuals:** Implementation of the pillar commenced in 2016/17 through purchase and provision of assorted business startup kits and not in 2015/16 as planned. Over the period under review, a total of 4,432 beneficiaries out of a planned 1 million were reached through provision of 666 assorted business start-up kits, training in operations and maintenance, financial management,

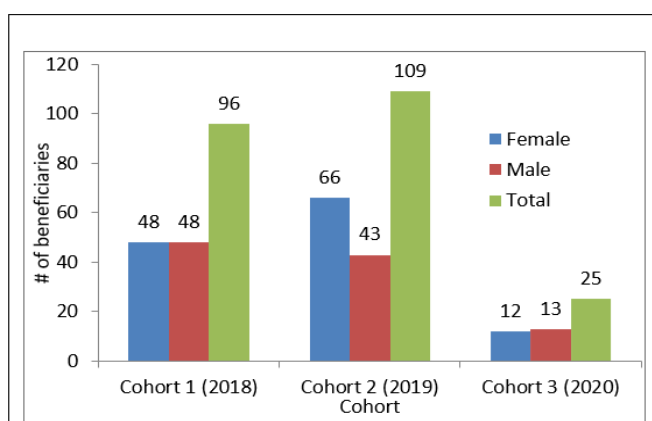
and SACCO formation and management to 277 groups. Business startup kits distributed included sewing machines, hair dressing and cutting assorted equipment, electric ovens, computers, car washing machines, animal feed mill machines, maize milling machines and metal fabrication machines among others. Furthermore seven youth and women groups benefited from a UGX 70 million UNDP innovation grant to support their initiatives. It is worth noting well as the plan was to reach the juakalis countrywide, for the period under review, beneficiaries from Busoga, Kampala, Wakiso, Buikwe and Mpigi districts benefited from the 666 business startup kits distributed by the programme. The key sector supported included textile and tailoring, metal fabrication, agro processing, and ICT. Activities not implemented include support to exposure tours for the beneficiaries, certification and accreditation, provision of green technologies as well as training in health and safety for the beneficiaries.

Results from key informant and focus group discussions with beneficiaries were mixed in terms of effectiveness of the program. Overall, there was agreement that the reach and depth in terms of achieving results for pillar one was very narrow basing on the target set to reach out to one million juakalis. Secondary, well as there were plans to provide skills on operation and maintenance, basic business management skills to the beneficiaries. Interviews with beneficiaries provided no evidence of training in operations and maintenance but rather advised to look around for people with expertise to install the equipment including training them. To date the equipment has not been put in use. For many of the beneficiary groups, the number of equipment provided to the groups was insufficient for the number of group members to earn minimal income. Coupled with limited number of equipment, training in use of the equipment was provided to the beneficiary groups. Thirdly, there was a plan to integrate green technologies and skills among the juakali beneficiaries for purposes of creating environmentally sustainable jobs. Results from the beneficiaries indicate the contrary as no single group received a thorough training and equipment in green technology but there was rather a mention of planting trees and not throwing plastic bottles all over to litter the environment.

Furthermore, we found no evidence of integrating green technologies and skills among jaukali beneficiaries in form of a training manual, selection criteria, supervision reports and/or supervision checklists. Some of the quotes below support the findings highlighted here:

*“We received a machine and we were told to find people who know how to set it up and operate it as well. We have not yet started using our machine”* FDG participant Nambale Iganga

*“No it has not because very few people have benefitted from the Programme, the*



*whole project has not achieved what it was intended to achieve so the government has to reorganize and restructure the Programme.”*

District Community Development Officer, Jinja

**Figure 2:** Number of apprenticeship and graduate scheme volunteers by cohort.

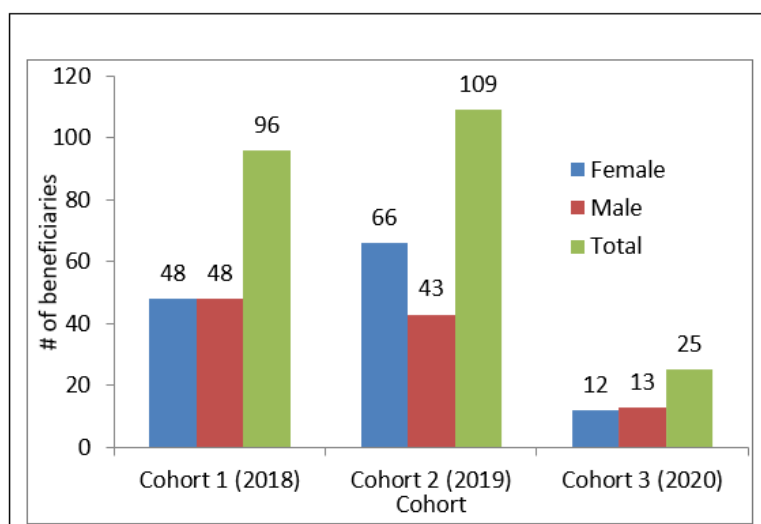
**Pillar2:Revitalizequalityapprenticeshipand Volunteerism in Uganda:**Implementation of the pillar commenced in 2018/19 by enrolling the first cohort of volunteers and not in 2015/16 as planned. To date, a total of 237 (55% women) graduate volunteers have been supported in apprenticeship and graduate volunteer component who were hosted in 39 host institutions. Cohort 1 of 2018 comprised 96 individuals, cohort 2 with 109 and cohort 3 of 2020 had the lowest at just 25 individuals. See figure 2 below. Results from the tracer survey with beneficiaries showed that seventy percent of the graduates were currently employed after graduation and were majorly employed in the agriculture, health and social work and administration sectors. They were least likely to be employed in the energy, construction and manufacturing sectors. There was evidence of the apprenticeship beneficiaries neither placed nor employed in the hospitality and tourism

industry for the period under review as had been planned. Additionally, a national work based learning policy whose goal is to promote and strengthen workplace based learning for graduates and non-graduates for improved employability and productivity was developed and has not been approved and operationalized.

Interviews from the key informants for both the implementers, host institution staff and the beneficiaries show very positive results for the apprenticeship program. Overall, there was an observed sharp increase in the level of knowledge and skills for graduates enrolled into the program over the period under review, especially the soft skills required for employment. Key skills gained include team work, time keeping, communication skills, report writing, people management, interpersonal skills as well as phone and email communication skills. As a result of the skills gained through the programme, most of the beneficiaries were absorbed either by the host institution or other organizations that required human resources. Results from the tracer survey indicated that 64 percent of all beneficiaries were employed at the time of the interview with those in cohort 1 more likely to be employed with almost three quarters (74%) currently employed in comparison to 56% for cohort 2. There was no difference in percentage of beneficiaries employed were observed among female and male beneficiaries. All of those in cohort 3 were still under the Apprenticeship program at the time of interview. Beneficiaries were employed mostly in the administration and social work (27%), agriculture (14%) and health sectors (14%). They were least likely to be employed in the ICT sector. See figures 3 and 4 below.

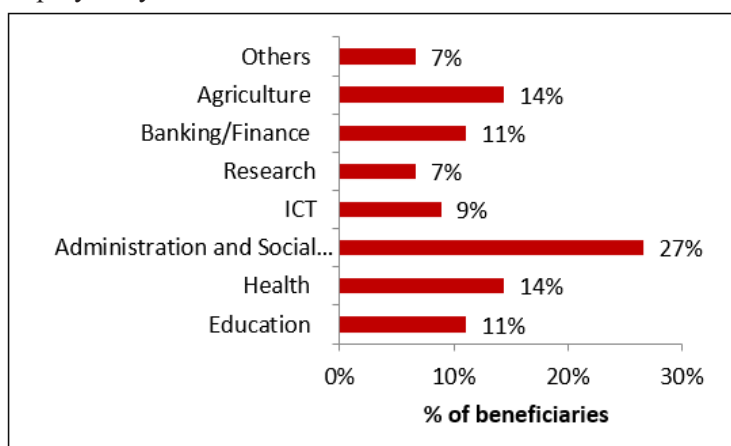
Well as the apprenticeship and volunteer scheme made great strides in achieving results, there observed shortcomings to fully be an effective component. For instance, well as the plan was to target both educated and uneducated, the scheme targeted only those with a university degree, leaving out those educated with less than a degree and the uneducated. Secondly, there was no evidence of reaching out to beneficiaries in the

hospitality and tourism industry which was the major target for the programme. Instead there is just a plan to reach out to the hospitality and tourism industry, which is yet to be operationalized.



**Figure 3:** Percent of apprenticeship and graduate scheme beneficiaries currently employed by cohort.

**Figure 4:** Percentage distribution of apprenticeship and graduate scheme beneficiaries currently employed by sector.



**Pillar 4: Support the adoption of the Songhai Model through creation of 30 incubation centers:** Of the thirty planned incubation centers to be established across the country to replicate the Songhai Model, only one center was established for the

period under review. Additionally, 250 individual were trained in the Songhai model. Other activities accomplished included establishment of a road network covering 10 kilometers; construction of 8 accommodation units; construction of a production unit on 20 acres comprising of barns, kraals, fish ponds, poultry houses, pig sties and a composite processing unit. Additionally, the program supplied a tractor, hatchery, an irrigation system and a generator to the facility. Implementation of the Songhai model

has been very slow only commencing in 2018/19 with funding from UNDP and yet only one centre at Kampiringisa and no other center of the planned 30 centers. These findings are supported by the quotes below from respondents.

*“Songhai model is good, go to Kampiringisa and see the production and methods of production, it meets the objectives, but in my view we should popularize it as much as possible because it is the best the country can have, it should be taken to most parts of the country so that me and you at our different households can start using it”.* KI respondent

*“when you look at the Juakali program, they are facilitating them to go and create activities of their own has been very instrumental. But also the proportion of sustainable and smart agriculture bearing in mind I think about 68% of Ugandans are involved in agriculture directly but I think in way or another every Ugandan is either directly or indirectly involved in agriculture. Ad I think in the region, we still actually stand a chance of producing for the region, I think Uganda has the lion’s share of fertile land for agriculture in the region of East Africa. So yes it can really contribute.”* KI respondent

**Pillar 6: Strengthening social safe guards:** well as this was a pillar planned are under the Promotion of Green Jobs programme, implementation of aspects for this pillar were under the mainstream ministry plans and activities. In particular interventions implemented under this pillar for the period under review included assessment of 529 workplaces for compliance of occupational health and safety guidelines; trained 6 organizations and 30 district planners on occupational health and safety as well as designed and operationalized the occupational health and safety management information system. For pillars 3, 5, and 7, no activities were implemented during the period under review.

### **3.2.1 Contribution to job creation and labour productivity**

The intended programme outcome is that Ugandan uneducated and educated young men and women supported by the programme gain employment and increase their labour productivity. Progress towards the outcome is measured by the number of young people getting into employment and number of new jobs created as a result

**Programme implementation progress has been very slow than initially expected and so have the resulting employment effects for graduate placement rates and increase in labour productivity. However, the groundwork of increasing employment and productivity has been set and should pay off in the coming years.**

of the programme interventions. Stakeholder interviews revealed that at programme inception there appears to have been an ambitious plan to create one million jobs over the five year period through the implementation of seven pillars described earlier. Overall, progress in these pillar has been very slow than initially expected and so

have the resulting employment effects, graduate placement rates and increase in labour productivity. However, the groundwork of supporting the JuaKali informal sector, the graduate apprenticeship and volunteer scheme and adoption of the Songhai model has been set and should pay off in the coming years. Progress towards the ambitious programme targets is therefore still highly dependent on increased funding and intensified implementation of programme activities which have to prove that they can deliver results in creating additional new jobs.

Based on the review of records and the interviews, a total of 4,432 beneficiaries of the informal sector “JuaKali” component were moved into employment and are now productive providing a number of products and services ranging from internet cafes, car washing, metal fabrication, agro processing and tailoring. Among the apprenticeship and graduate volunteer scheme beneficiaries, at least 64% of the beneficiaries are currently employed and receiving a decent income as a result of the programme. Additionally, they gained employable skills like team work, interpersonal skills, communication, ICT, report writing among others to secure jobs or be retained by the host institutions. The 250 beneficiaries of the Songhai model have created own jobs and are engaged in organic farming, producing organic products for the market. Despite these small gains, the journey to creating the one million jobs over the five year period and have an impact at the population level is enormous. For instance, just 4432 Juakalis were reached with

startup kits out of a planned one million. Additionally some groups did not get the full set of equipment due to logistical challenges in delivery of the equipment. Training in business skills and operating and maintaining the kits was also not conducted. The 237 apprenticeship is small compared to the number of graduates getting out of university annually. These findings are supported by the quotes below:

*“Yes, it’s true. As a result of the program, they have been able to advance their IT skills – by the mere fact that they are in line with their career (along the IT direction). I can easily say that they have advanced their IT skills because they have learnt a lot of new skills, new tools, and new techniques of doing things”. Baylor Uganda*

*“The only way I can summarize all this programme is that it a very good program but not only in the labour force but the entire social sector. The only challenge is it has remained small, because when you look at the informal sector the beneficiaries have remained few. The Juakali, the graduate volunteer scheme has been quite small but to a large extent I think this program has met its objectives” National Women’s Council representative.*

*“Ah, like under the graduate volunteer scheme you can see their productivity levels has been increasing from how they come into the scheme and the time they are moving out. The youth that were given equipment in different parts of the country have actually led to increased production of certain essential goods, those that are for example in tailoring, those that are in milling, probably some of them have contributed the food that we consumed during Covid through Office of the Prime Minister, perhaps even these masks who knows. So yes there is a high potential of skilling labour productivity.” Manager Inclusive Green Growth Program UNDP,*



### **3.3 Analysis and Findings – Efficiency**

#### **3.3.1 Programme fidelity and management structure**

Management and implementation of the Promotion of Green Jobs Programme was underpinned by the programme document that defined the specific programme implementation and management structure from the national, district and to the community level. The programme strategy was conceived to be implemented through the national steering committee at the national level chaired by the MGLSD Permanent Secretary and was responsible for multi-sectoral coordination, policy guidance and oversight. The MGLSD was to be the main recipient and responsible for overall programme coordination, implementation, budgeting and reporting. Composition of the national steering committee included the MGLSD, Ministry of Finance Planning and Economic Development, Ministry of Water and Environment, Ministry of Education and Sports, Ministry of Local Government, Ministry of Trade, Industry and Cooperatives, Office of the Prime Minister, Office of the President, Federation of Uganda Employers, COFTU, National organization of Trade Unions, ILO, and select development partners. The steering committee was expected to meet quarterly. Supporting the steering committee at the national level was the technical committee, while at the district level, was the district programme steering committee and lastly at the community level was the CSO/Service provider selected by MGLSD. For the day to day implementation and management of the programme and support to both the national steering and technical committees was the National Programme Coordination Unit which provided the platform for integrating the programme processes within the overall social development sector, including, ensuring information sharing and feedback between stakeholders on issues of the programme processes. The table 2 below provides a summary of the proposed and actual implementation modalities at the different levels based on findings from the process evaluation.

#### **3.3.2 Partnerships and collaboration with private sector and other agencies**

At the design and conceptualization stage, the MGLSD greatly involved partners at

the national level through a series of meetings to formulate the programme concept. Key partners involved include GIZ, UNDP, Ministry of Finance, Ministry of Education and Sports and Enabel. It should be noted that the ministry of local government, a key implementing partner at the district level was not engaged in the consultations neither at the implementation or design stage. Likewise, there was reported little or no involvement of the district local governments at both the design and implementation stages. Coordination and partnership mechanisms for the programme at the implementation stage have been reported for only three of the seven pillars that were implemented during the period under review. As described in the earlier sections the pillars that were implemented and for which findings on partnerships and coordination mechanisms at the implementation stage are reported included: Pillar 1 (support to 1 Million Jua Kalis); Pillar 2 (Support to the apprenticeship and volunteerism in Uganda) and pillar 4 (Adoption of the Songhai Model). At the implementation stage for instance, well as a national steering committee composed of other government ministries, agencies and other development partners was meant to be set up for purposes coordinating and providing oversight of the programme implementation, this was never implemented by the program. Likewise, the technical committee comprised of different stakeholders was never formed. Instead internal MGLSD staff along with a few staff from UNDP participated in programme review meetings.

For the apprenticeship and graduate volunteer scheme, a coordination mechanism was in place which comprised of the Uganda Private Sector Foundation, federation with of Uganda Employers, MGLSD, UNDP, ILO, and National Organization of Trade Unions (NOTU) representing trade unions, among others. The role of this committee was to provide overall oversight of the scheme, review selection criteria, monitoring the implementation progress as well as approve routine reports for the scheme. This committee met every quarter to assess and evaluate the scheme, discuss any challenges and successes attained as well as mechanisms of improving performance.

For implementation of pillar 1 (support to jua kalis), coordination and involvement of the district staff was mixed as most of the district staff interviewed reported minimal involvement in the implementation of the program. District steering committee that were responsible for the coordination and implementation at the district level were not set up as planned, leading to poor coordination mechanisms of the programme at the district level. For district level staff who were involved, they only participated in the selection of beneficiaries albeit with no clear selection criteria provided and distribution of business start of kits to the beneficiaries. This points to a lack of proper coordination and implementation guidelines by the programme implementation and management team at the district level. In practice, all activity implementation, development of guidelines if any, selection of beneficiaries, reporting as well supervision of beneficiary groups was for most of the times conducted by MGLSD headquarter staff with little involvement and engagement with the district teams. Similar findings were observed with implementation of the Songhai model. These findings are supported by the quotes below from the district staff interviews:

*“Yes. Most of those projects or programs, you find there’s a meeting; there’s a technical working group; there’s a steering committee; and as far as I know – nothing like that was there”* MGLSD Desk Officer, MFPED.

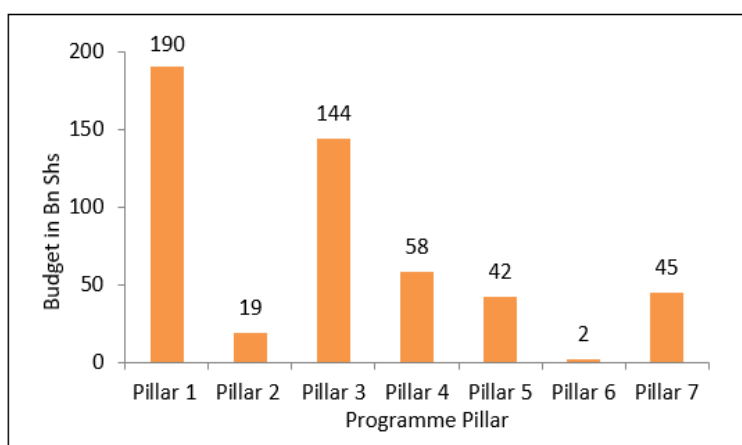
*“There was no coordination at all because we were not even involved in the implementation of the program. Most people here at the district don’t know anything called green jobs”*  
District Community Development Officer (Iganga District Local Government)

*“I participated in identifying the women (prostitutes), giving the equipment to the different group, but I didn’t participate in the training and mentoring as well as the reporting.”*  
District Community Development Officer (Buikwe District Local Government)

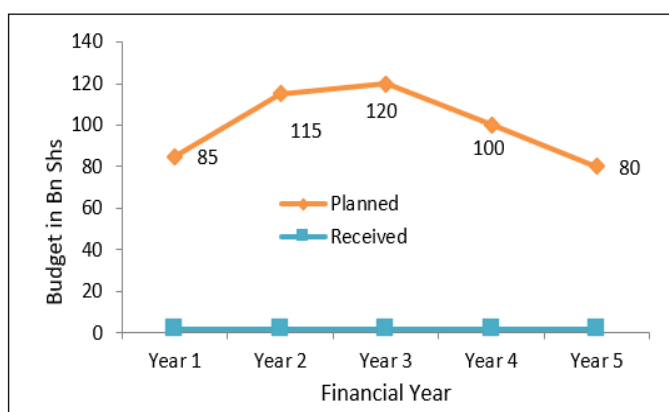
### 3.3.3 Financing of the programme

The Promotion of Green Jobs Programme had a total budget of UGX 500 billion spread over a five year period. With regard to pillars, pillar 1 (Support to Juakalis) and pillar 3 (establishment of business shelters) were allocated the lion's share of the budget at 34 and 29 percent respectively of the total programme budget. Pillar six (support to safety and social safe guards at the work place) was allocated the least of just 2bn UGX over the programme period. At the planning stage, it was envisaged that the bulk of the programme financing would come from the direct support of Government of Uganda with additional support from Official Development Assistance (ODA) from bilateral and multilateral aid agencies including UNDP and ILO. Figures 5 and 6 show the planned budget by year and pillar over the five year programme period.

However, findings from the evaluation indicate that the government through direct support provided funding for only pillar 1 (Support to Jua kalis) with UNDP fully financing pillar 4 (adoption of the Songhai model) and jointly financing pillar 2 (the apprenticeship and volunteer component) with ILO. The government of Uganda over the period under review provided total funding of UGX 6 billion, while UNDP and ILO financed up to a tune of UGX 8 billion for the programme. Specifically, United Nations Development Programme was critical in supporting the foundation of the programme, providing up to UGX 8 billion in funding. Overall, the budget shortfall for the programme over the period under review was UGX 484 billion, severely affecting the achievement of the programme results.



**Figure 5:** Promotion of Green Jobs Programme budget in Billion Uganda shillings by pillar.



**Figure 6:** Programme annual budget in billion Uganda shillings and releases by year.

### 3.3.4 Monitoring and evaluation, reporting mechanisms

Within the programme does not have a standalone monitoring and evaluation plan but rather a monitoring and evaluation matrix with a list of programme indicators. The matrix also describes the means of verification, the baseline, target at end of programme and a list of assumptions. The indicators included in the matrix do not use a result based monitoring and evaluation approach with a clear results chain. Secondly, the indicators are not SMART, ambiguous, have no clear targets and difficult to measure within the programme timeframe. For this reason, it has been extremely difficult to measure the effectiveness of the program using the current set of indicators. Coupled with this, the programme at the design stage did not develop a theory of change explaining how the interventions undertaken will contribute to a chain of results that later lead to the intended or observed changes at the population level. This was reechoed by key informants at the different levels.

**Reporting mechanism:** At the design stage, it was envisaged that at the district level, there would be a district steering committee supported by a technical officer which would be responsible for the day to day implementation of all planned activities at the district level. These would in turn compile reports and forward to the programme coordination and management unit based at MGLSD. The programme management and coordination unit with the support of the Monitoring and Evaluation Officer along

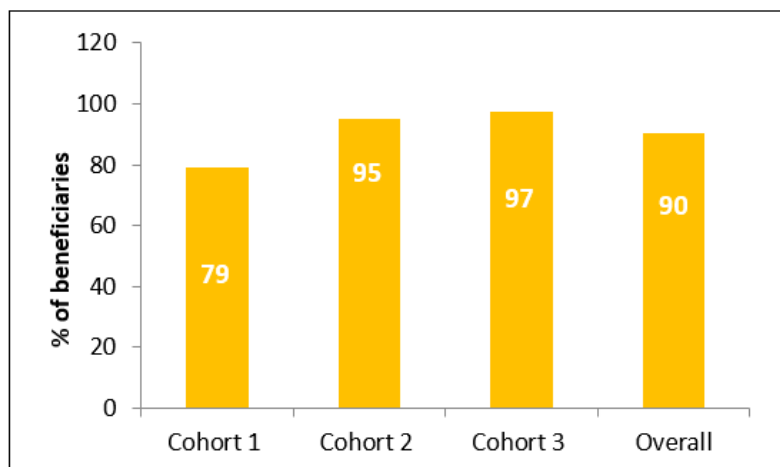
with the national programme coordinator compile quarterly and annual progress reports and share with the national steering committee, which had the oversight role. Findings from the interviews both at the national and district levels indicate that there was no proper reporting mechanism and structures established at the both the district and at the coordination and management unit level. Reporting at the district level was rather the responsibility of the coordination and management unit staff who would travel directly to the districts to gather data. At the programme management unit level, data and reports are compiled by the monitoring and evaluation specialist supported by the national programme coordinator.

For the Apprenticeship and graduate volunteer programme, responsibility of overall monitoring and evaluation lay in the scheme coordination committee composed on various stakeholders. The committee held quarterly meetings to assess the progress of the scheme, discuss any challenges and successes. The meeting also discussed ways of improving the performance of scheme based on results achieved. Coupled with this the beneficiaries compiled monthly reports, which were reviewed by the host institution focal person and shared with UNDP and MGLSD programme coordination unit. The technical comprised of UNDP and MGLSD also made routine visits to the beneficiaries at the host institution with the purpose of checking on how they are progressing with the placement as well as discuss any challenges they are facing.

### **3.3.5 Quality assurance measures**

For efficient implementation of the programme in built quality assurance mechanisms are a requisite. During the data collection process and desk review, questions were asked of whether the programme had quality assurance mechanisms and tools in place. For pillars 1 and 4, well as quality assurance measures were instituted at the design stage, there was a miss match at the implementation level. For instance, well as the district technical committees were charged with overall supervision and monitoring of activity implementation at the district level, this was never the case. Reports by district local

government staff indicate little or no monitoring and/or supervision visits were conducted for the beneficiaries. On the contrary, the national level programme staff interviewed indicate regular supervision and monitoring of the beneficiaries. Results also indicated no clear guidelines and protocols for selection and monitoring of juakali beneficiaries enrolled into the programme for standardized support. Instead selection was conducted by the MGLSD staff without proper engagement of the district teams. Pillar 2 which implements the revitalization of the apprenticeship and graduate volunteer component through support of UNDP set up clear monitoring tools and selection criteria. For instance, on a quarterly basis, the programme team visits beneficiaries at host institutions with the help of standardized supervision checklists. The goal of the supervision visit was to check on the beneficiaries how they are faring in the placements, discuss any challenges they are facing with the institutions they are attached to, inspect the work places to ensure they conform to the occupational health and safety and standards as well as discuss any best practices that would be replicated to other host institutions. Beyond the supervision visits, majority (90%) of the beneficiaries reported receipt of sufficient coaching and mentoring from their host institutions probably due to the good orientation of the host institution supervisors conducted prior to sending volunteers. Graduate volunteers in later cohorts of 2019 and 2020 were more likely to report receipt of sufficient coaching and mentoring than their counterparts in the first cohort of 2018. Additionally, the beneficiaries and host institutions compiled monthly reports which are shared with the secretariat through the host institution programme focal person. This resulted in achievement high retention and employment rates for the graduates given the skills and knowledge gained through the programme.



**Figure 7:** Percentage distribution of apprenticeship and graduate scheme beneficiaries who report satisfaction in coaching and mentoring by cohort.

### 3.4 Analysis and Findings: Sustainability

This section assesses the extent to which programme activities and interventions are sustainable post implementation. The section majorly address the evaluation question: What is the likelihood of the programme's results being sustained after programme closure? Including examining evidence of replication and pathways to scalability and how the programme's potential for reaching sustainability and scale compares to approaches that focus on more systemic changes (e.g. improving stakeholder capacity, supporting overall, strengthening employability training centres of excellence, improving the capacity of district staff to implement the programs, among others etc.).

**Strengthening Partnership and Collaboration for sustainability:** At the design and conceptualization stage, the programme had to operate through existing government structures while at the same time working with non-state actors and the private sector to deliver programme interventions. The implementation arrangements were intended to provide a framework for organising close involvement from Governments and links to national strategies and developments to strengthen employment and labour productivity programs. Importantly, it aimed to organise collaboration between governments and the private sector in a much more structured and focused way than other government



programmes. Review of reports and interviews with key informants show that there has been limited success in building stronger partnerships at both national and district levels. The apprenticeship and graduate volunteer component attempted to engage partners and stakeholders through routine review meetings and other forums but the focused on the progress and results of the scheme. Support and management of the apprenticeship and graduate scheme was mainly implemented by UNDP seconded staff and it is not clear whether the MGLSD staff played a major role during implementation of the scheme. In the absence of the programme and particularly UNDP and ILO support, it is unlikely that implementation of the apprenticeship and graduate volunteer scheme will continue.

On the other hand, the JuaKali and Songhai components were implemented in a parallel way with limited involvement of other development partners and the beneficiary respective district local governments. Like mentioned earlier, district steering committees were meant to be responsible for the day to day implementation of the support to the Jua Kali pillar including selection and identification of beneficiaries, albeit with technical support and oversight from the MGLSD headquarters staff. These were never set up. Any gains made at the district level to Juakali beneficiaries are highly unlikely to be sustainable post implementation.

**Unclear sources for continued funding:** Government funding contribution to all the three implemented pillars were not sufficient to sustain or replace programme investments. This applies particularly to investments in equipment for the Juakali and the apprenticeship and volunteer components. Currently, a major donor for pillars 2 (revitalization of the apprenticeship and graduate volunteers) and 4 (adoption of the Songhai Model), UNDP is non-committal of the continued funding, seriously jeopardizing the results gained continued investments for these two pillars in the absence of funds. Without sufficient funding, the MGLSD will be handicapped in the implementation of these pillars.

## RECOMMENDATIONS

**Strengthening the monitoring, evaluation, research and learning system:** In particular, at the design stage no theory of change was developed, indicators developed were not SMART, and no clear MERL framework or plan was in place for the programme. Along the implementation of the programme there were fragmented mainly excel based databases for collation of data leading to difficulty of accessing vital data during the process evaluation. The programme should thus develop stronger MERL systems with a clear theory of Change, which will be vital for the impact evaluation of the programme. The MERL system should be accompanied with recruitment of staff for its operationalization.

**Integrate business development services for the beneficiaries:** Most of the beneficiaries for both the Songhai and informal sector reported a lack of key skills provided by the programme for the continuity and sustainability of the business. Efforts to enhance the sustainability of results gained beyond provision of startup kits should be undertaken in developing a business development services component based on community social and economic needs targeting all beneficiaries.

**Strengthening quality assurance systems for the programme:** results indicated limited quality assurance mechanisms in place to ensure efficient achievement of results. Only the apprenticeship and graduate volunteer scheme had better quality assurance mechanisms. Establishment of clear quality assurance mechanisms including clear selection criteria, training manuals, supervision checklists, guidelines and protocols etc need to be developed for the various components and pillars for the programme.

**Design and implement tracer studies for beneficiaries of the apprenticeship and graduate volunteer scheme:** Well as there were observable results and changes among the beneficiaries of the GVS, tracer studies to follow up beneficiaries 2 years post implementation or graduation should be developed to measure clear outcome and impact for the scheme in terms of creating a pool of employable and skills young people.

**Ensure timely establishment of a Programme Management and Unit:** One of the key reasons for low achievement for results was the limited number of staff and late recruitment process. In the next phase proper planning should be done to ensure that a programme management unit is establishment at the start and the right skills staff are employed to kick start implementation of programme interventions working along with the various steering committees.

**Development of a clear a resource mobilization strategy at design stage:** the design of the current programme was highly dependent on government funding for the implementation of interventions with little emphasis on other resource mobilization strategies, leading to a very late start of implementation. At a later stage other donors had to be sought to support some of the pillars. In the new design, there should be a deliberate effort to design and implement a clear resource mobilization strategy including but not limited to lobbying at the highest level of government inclusion of funds in budgets, lobbying the budget committee for resources, engaging various potential donors who are willing building on the existing will to fund the programme interventions.

**Include follow up mechanisms to support beneficiaries access to basic finance:** There were no MoUs nor linkages with some micro-finance institutions to facilitate the beneficiaries with access to basic finance through friendly soft products. As a result, beneficiaries especially those for the Juakali and Songhai had difficulties accessing basic finance for operations as finance institutions were reluctant to provide such soft loans without the classic collateral security. In future, the programme needs to include components of support to the beneficiaries to access basic financial services by linking them to financial institutions that can offer credit to these groups.

**Expansion to other regions with revised focus areas:** Results indicated thin presence in terms of technical and geographical scope of the programme. It is thus recommended that for the next phase, the programme focuses on key aspects that would greatly improve

on the skilling and tooling for increased productivity and employment. In particular focus should be placed on expanding the support to the informal sector with integration of the business shelter component, the graduate volunteer programme, and adoption of the Songhai model. Along these, there should a clear and deliberate plan to integrate green technologies and skills for each of the components as well as should a clear linkage to the NDP III natural resources and human capital development broader objectives. Coupled with this, the program should be rolled out to the whole country on a phased approach so as to further create employment opportunities and the benefits that accrue from it.

**Tailoring the Songhai training model to Uganda context:** The Songhai model is an excellent component in terms of creating employment but most importantly implementing sustainable agricultural practices through creation of employment for the young people. Results showed that the training curriculum and approach was not well tailored for the Uganda context to achieve maximum results and relevance. As such there will be need to carefully review the existing curriculum using the lessons learnt so far with the goal of adopting it to the Ugandan context during the expansion phase. [Include the finance piece of the Songhai model being expensive]

**Benchmarking with other countries:** Bench marking in countries, which have advanced, not necessarily the developed countries but maybe have best practices in countries where we are near, those that are ahead of us. An excellent example is Zambia which implemented a Green Jobs Programme that was highly inclusive and had closer collaboration and engagement with the private sector for creation of jobs and increased productivity.

**Establishing stronger partnerships and collaboration mechanism:** Well as during the programme conceptualization and design there were strong elements of establishing partnerships mechanism at all levels using various forums, there was no evidence

of this during the evaluation. For instance no functional steering committees were established, districts were not fully engaged in the implementation among others. During the next phase, beyond planning, there should be a deliberate effort from the start to establish functional partnership and linkages mechanisms for sustainable and efficient achievement of results. In particular, there should a strong engagement with the private sector, the Directorate of Industrial training, other government programs implementing similar interventions, the respective district local governments among others.

**Thorough review to redesign the program with realistic targets and results** with a focus on green technology and business toolkits for high yield SMEs. Focus on the uneducated who make up the bulk of young people for the apprenticeship scheme. There should be an emphasis on O&M of the equipment provided to the beneficiaries.

**Full impact assessment after second phase of the program**, which will be more focused as very little implementation happened during the first phase for which the evaluation was focused.