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## Evaluation Title: Enhanced Impact of Public Financial Management at National and sub-national Employment Governance Project in Uganda

ILO DC/Symbol : **UGA/20/01/EUR**

Type of Evaluation: **Project**

Evaluation timing: **Final**

Evaluation nature: **Independent**

Project countries: **Uganda**

**P&B Outcome(s):** P & B 2022-23 Outcome 3, 2022-23: Economic, social and environmental transition for full, productive and freely chosen employment and decent work for all. P&B 2022-23 Indicator 3.1.2: improved knowledge and influence for promoting decent work

**SDG(s):** SDG 8: "Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all" and SDG 10: "Ensure equal opportunity and reduce inequalities of outcome"

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Key Words: **Employment, Governance, Public Finance, gender responsive, SDG #8 and #10**

*This evaluation has been conducted according to ILO's evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office.*

## Acknowledgements

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Special thanks ILO project team for supporting this final evaluation through setting up of meetings with key stakeholders, the provision of information during their own interviews and sharing their perspectives that informed this report. While this report is presented as an independent evaluation, it represents a harmonized view-point from a synthesis of all consultations and is a reflective representation of information, opinions, and recommendations of all stakeholders.

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## List of Acronyms and Abbreviations

|         |  |
|---------|--|
| COFTU   | Central Organization for Free Trade Unions             |
| CPOs    | Country Program Outcomes                               |
| CSBAG   | Civil Society Budget Advocacy Group                    |
| CSOs    | Civil Society Organizations                            |
| DAC     | Development Assistance Committee                       |
| DWCP    | Decent Work Country Program                            |
| E+E     | Efficiency and Effectiveness                           |
| EPRC    | Economic Policy Research Centre                        |
| ETL     | Extract, Transform and Load                            |
| EU      | European Union   |
| EUR     | Euro   |
| FAA     | Finance Administration Assistant                       |
| FUE     | Federation of Uganda Employers                         |
| IGFT    | Inter-Governmental Fiscal Transfers                    |
| ILO     | International Labour Organization                      |
| ISCO    | International Standard Classification of Operations    |
| ISIC    | International Standard Industrial Classification       |
| LG      | Local Government                                       |
| LMIS    | Labour Market Information System                       |
| MDAs    | Ministries, Departments and Agencies                   |
| MGLSD   | Ministry of Gender, Labour and Social Development      |
| MoFPED  | Ministry of Finance, Planning and Economic Development |
| MoLG    | Ministry of Local Government                           |
| MoWT    | Ministry of Works and Transport                        |
| NAO     | National Authorizing Officer                           |
| NDP III | Third National Development Plan                        |
| NEC     | National Employment Council                            |
| NES     | National Employment Strategy                           |
| NGOs    | Non-Governmental Organizations                         |
| NLFS    | National Labour Force Survey                           |
| NOTU    | National Organization of Trade Unions                  |
| NPA     | National Planning Authority                            |
| OECD    | Organization for Economic Cooperation and Development  |
| OSH     | Occupational Safety and Health                         |
| PFM     | Public Finance Management                              |
| SDG     | Sustainable Development Goals                          |
| UBOS    | Uganda Bureau of Statistics                            |
| ULGA    | Uganda Local Government Associations                   |
| UNEG    | United Nations Evaluation Group                        |
| UNSCDF  | United Nations Strategic Development Framework         |

## Executive Summary

|  |  |
|--|--|
| <b>Summary of the project purpose, logic and structure</b> | <p>The “Enhanced Impact of Public Financial Management at National and Sub-national Employment Governance” has been a two and half-year (Jan 2021 – June 2023) project funded by the European Union Delegation in Uganda. The overall objective of the project was <b>to enhance gender-responsive public financial management outcomes for national and sub-national employment governance</b>. This project was designed and implemented as part of the fiscal decentralization and service delivery agreement between the government of Uganda and the European Union.</p>  |
| <b>Present situation of the project</b>                    | <p>The project came to an end in June 2023 and this report is its final independent evaluation.</p>  |
| <b>Purpose, scope and clients of the evaluation</b>        | <p><b>The overall purpose</b> of the final independent evaluation was to provide project stakeholders with the opportunity to assess the relevance, effectiveness, efficiency, progress and sustainability of the project actions within the context of Uganda’s employment sector. Furthermore, the focus the evaluation was to measure the achievements of the project against the set outcomes and related indicators, as well as record lessons learnt, best practices and make recommendations for similar future projects.</p> <p>The main blocks of the key primary users of the evaluation are: The ILO and its constituents, the donor and will benefit other stakeholders such as UN agencies, international organizations that work in relevant fields, and other units within the ILO.</p> <p>The evaluation will cover the following evaluation criteria:</p> <ol style="list-style-type: none"> <li>i. Relevance and strategic fit;</li> <li>ii. Coherence;</li> <li>iii. Effectiveness</li> <li>iv. Efficiency of resource use;</li> <li>v. Sustainability;</li> <li>vi. Impact orientation.</li> </ol> |
| <b>Methodology of evaluation</b>                           | <p>This final evaluation has utilized a mixed methods methodology which is a combination of both qualitative and quantitative methods for data collection and analysis. The structure of the evaluation is guided by the OECD-DAC evaluation criteria that looked at six key aspects (relevance, coherence, efficiency, effectiveness, impact and sustainability). It was informed by desk-review of key project documents as well as interviews with key stakeholders who included: Ministry of Gender, Labour and Social Development (MGLSD), Ministry of Finance, Planning and Economic Development (MoFPED), Ministry of Local Government, (MoLG) Ministry of Works and Transport (MoWT), National Planning Authority (NPA), and Uganda Bureau of Statistics (UBOS). The project included the active participation of social partners: National Organization of Trade Unions (NOTU) and Central Organization for Free Trade Unions (COFTU) that represented trade unions, as well as Federation of Ugandan Employers (FUE).</p>  |
| <b>MAIN FINDINGS &amp; CONCLUSIONS</b>                     | <p>This independent evaluation makes the following recommendations aligned to the two main result areas and respective interventions:</p> <p><b>Results Area 1: Establishing pre-conditions for local government employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.</b></p> <p><b>Intervention 1:</b> <u>Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD).</u></p>   |

**Finding:** Drafted the NES which is being aligned to a revised National Employment Policy. This effort has increased capacity of employment stakeholders to formulate a national employment strategy with clear vision, gender-responsive priorities,

**Conclusion:** The project has filled the gap by putting in place a national employment strategy aligned to the NDP III also now informing the update of the 2011 version of the National Employment Policy. These now together are to be harmonized for submission (first to the MoGLSD and then onwards to Cabinet for approval).

**Intervention 2:** Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS).

**Finding:** Produced the labour market statistics after successful conduct of the National Labour Force Survey that has been launched and disseminated including three thematic papers on child labour, youth activities and informality.

**Conclusion:** Building capacity (for UBOS, MoGLSD labour unit and employment services staff as well as all labour officers) to capture labour market indicators using the set standards is imperative.

**Intervention 3:** Support the promotion of labour market information system (LMIS).

**Finding:** Capacity built for technical staff in strategic MDAs on the LMIS functions inputs and delivery

**Conclusion:** Two more technical workshops to be held to complete the outstanding MDA staff training in relevant departments on the system dummy files and eventually the Labour Market Information System

**Result Area 2: Strengthening capacities at national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform.**

**Intervention 1:** Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level.

**Finding:** Was not able to enhance gender responsive PFM outcomes for national and sub-national employment governance.

**Conclusion:** Activity was not implemented and could still be done with guidance of NPA during design of the NDP IV – a process that begins in 2024/25.

**Intervention 2:** Preparing, costing, and mainstreaming medium term strategies for employment-intensive investments in District Development Plans

**Finding:** Nationally validated Labour-intensive Public Works Strategy and Draft Guidelines presented to 5 Districts (namely: Madi-Okollo Budaka, Isingiro, Sembabule and Lamwo) for mainstreaming into in the works departments and District Plans

**Conclusion**

The National Labour-Intensive Public Works Program should be fully mainstreamed into the MGLSD budget and planning processes as opposed to being domiciled under Expanding Social Protection so as to attract wider cast for funding under the mainstream ministry. Pilot districts will need hand-holding TA to enable them embed drafted guidelines into their workplans.

**RECOMMENDATIONS, LESSONS LEARNED AND GOOD PRACTICES**

**Main Recommendations**

This independent evaluation makes the following recommendations aligned to the two main result areas and respective interventions:

**Results Area 1: Establishing pre-conditions for local government employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.**

**Intervention 1:** Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD).

| Recommendation  | To who | Level of Priority | Time Frame                | Level of Resources Required  |
|---|--------|-------------------|---------------------------|--|
| MoGLSD should conclude the on-going technical processes to harmonize the current NES document with the revised NEP as it prepares for formal approvals within the Ministry and with Cabinet Secretariat | MoGLSD | High              | September – December 2023 | Low – this is a procedural process within Government policy formulation system |

**Intervention 2:** Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS).

| Recommendation  | To who | Level of Priority | Time Frame   | Level of Resources Required   |
|---|--------|-------------------|--|---|
| ILO and development partners should sustain its capacity building interventions for UBOS, MoGLSD labour unit and employment services staff as well as all labour officers to capture labour market indicators using the set standards | UBOS   | High              | During the period 2023/24-2025/2026 as UBOS plans a successor NLFS | Medium – this will require a collaborative process between ILO and other development partners with UBOS through the Ministry of Finance Planning and Economic Development |

**Intervention 3:** Support the promotion of labour market information system (LMIS).

| Recommendation  | To who                                       | Level of Priority | Time Frame  | Level of Resources Required   |
|---|--|-------------------|---|---|
| Complete the outstanding technical workshops for MDA staff in relevant departments on the system dummy files and eventually the Labour Market Information System itself | MoGLSD, EU and ILO as well as other partners | High              | 2023/24-2025/2026 as MoGLSD plans a roll out the LMIS | High – Two technical workshops need to be urgently conducted for staff with MDAs who may not have this budget |

**Result Area 2: Strengthening capacities at national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform.**

**Intervention 1:** Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level.



| Recommendation  | To who               | Level of Priority | Time Frame                                   | Level of Resources Required   |
|---|----------------------|-------------------|--|---|
| NPA should work with Ministry of Local Government and districts to ensure that employment sensitive indicators are designed and mainstreamed into district plans during the preparation of the NDP IV which begins in the FY 2024/25. | MoLG, NPA and MoFPED | High              | 2023/24 and 2024/25 as NPA drafts the NDP IV | Medium – this is a procedural process within NPA planning systems but could do with development partner support |

**Intervention 2:** Preparing, costing, and mainstreaming medium term strategies for employment-intensive investments in District Development Plans

| Recommendation  | To who | Level of Priority | Time Frame   | Level of Resources Required  |
|---|--------|-------------------|--|--|
| Fully mainstream the National Labour-Intensive Public Works Program into the MGLSD budget and planning processes in order to attract funding under the mainstream ministry budget | MoGLSD | High              | September – December 2023 in line with ministerial budget statement for the FY 2024/25 | High – The roll out of the program is in an urgent need of national budget allocation as well as support from development partners |

## Main lessons learned and good practices

### Lessons Learned 1

Bringing together key actors right at the start of the project (especially social partners who were members of the NEC) made it easy to achieve ownership and right needs articulation making the project interventions relevant to the problem contextualization at a particular time.

### Lessons Learned 2

Building a framework upon which Government can do more in the future is as important as generation of outputs in the present.

With this approach Government will be able to make an extra step on the employment agenda and complete by filling the gaps in the employment governance framework that remain outstanding (mainly concluding the NES, LMIS, enhancing the role of UBOS, NDP IV planning and rolling out the National Labour-Intensive Public Works Programme)

### Lessons Learned 3

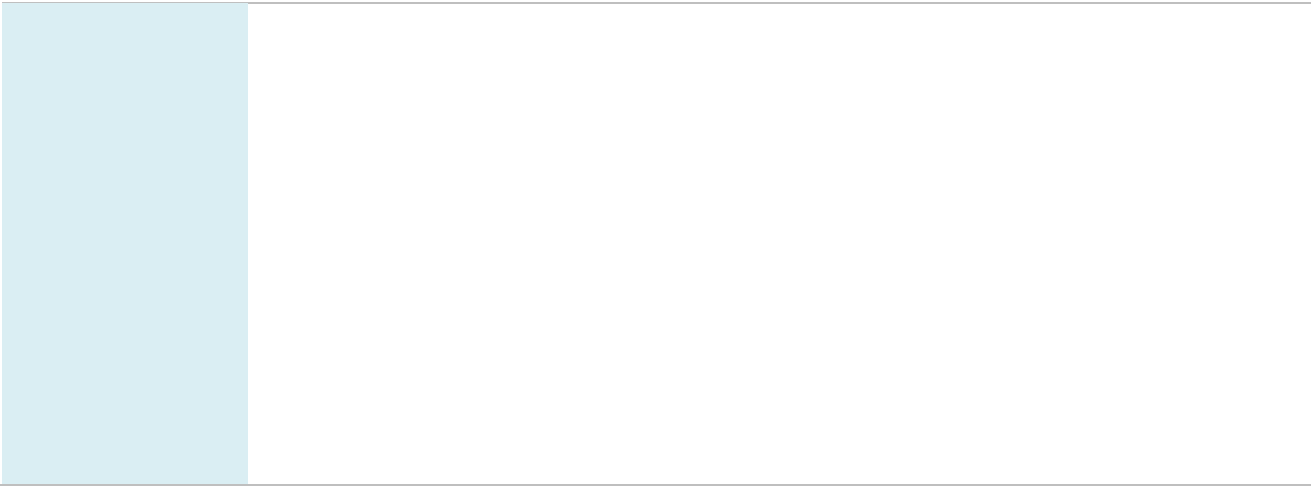
The NLFS has provided data- that will serve as a critical point of reference for MDAs in the years ahead. With the processes going on with LMIS, NES, employment sensitive indicators for districts – having current data is a key facilitator of various other processes that were dependent on it to succeed.

### Good Practices 1

Cognizant that employment governance is a gradual process that cannot be achieved at one time – building blocks towards an enduring governance framework is imperative – but concentrating on fill gaps and building capacity where it lacks.

### Good Practices 2

ILO through this project sought to **utilize and build national capacity** rather than relying on external international experts and consultants. This has generated a high likelihood that the core interventions will be sustained (as a result of the built capacity) after the project's lifespan.



## SECTION I: BACKGROUND AND CONTEXT

### 1. Project Background

With funding from the European Union Delegation in Uganda (EU), the International Labour Organization (ILO) has implemented the “Enhanced Impact of Public Financial Management at National and Sub-national Employment Governance” Project. This project has been implemented over a two and half (2 ½) year period between January 2021 and June 2023. ILO implemented this project in partnership with several primary government Ministries, Departments and Agencies (MDAs), i.e., the Ministry of Gender, Labour and Social Development (MGLSD), Ministry of Finance, Planning and Economic Development (MoFPED), Ministry of Local Government, (MoLG) Ministry of Works and Transport (MoWT), National Planning Authority (NPA), and Uganda Bureau of Statistics (UBOS). The project included the active participation of social partners: National Organization of Trade Unions (NOTU) and Central Organization for Free Trade Unions (COFTU) that represented trade unions, as well as Federation of Ugandan Employers (FUE).

The project focused on enhancing gender-responsive public financial management outcomes for national and sub-national employment governance. The project was designed and implemented as part of the fiscal decentralization and service delivery agreement between the government of Uganda and the EU. The project had two mutually reinforcing result areas in which different actions were prioritized:

**Result Area 1:** Establishing pre-conditions for local government (LG) employment governance which is expected to result in equitable allocation of funds for sub-national service delivery. The interventions under this were:

- **Intervention 1:** Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD).
- **Intervention 2:** Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS).
- **Intervention 3:** Support the establishment, operationalization, and promotion of labour market information system (LMIS).

**Result Area 2:** Strengthening capacities at national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform. The project interventions aimed to provide technical assistance on the following intervention areas:

- **Intervention 1:** Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level.
- **Intervention 2:** Preparing, costing, and mainstreaming medium strategies for employment-intensive investments in district development plans.

#### **Project management Institutional Framework**

The project is administered by a project team that operates within the ILO Country Office in Dar es Salam which comprises of one internationally recruited labour economist responsible for the administrative, operational, and technical supervision and implementation of the project interventions. Further, the project recruited a national project coordinator (NPC), finance and administration assistant (FAA) and a driver.

#### **Stakeholders and beneficiaries**

The project has been closely working with the Ministry of Gender, Labour and Social Development (MoGLSD) on the formulation of the National Employment Strategy (NES) and Employment-intensive Investment program. Uganda Bureau of Statistics (UBOS) was responsible for the implementation of the National Labour Force Survey and the thematic reports. Equally, the project has closely worked with the MoGLSD and UBOS in promoting the labour market information system.

## 2. Evaluation Background

The project has been closely working with the Ministry of Gender, Labour and Social Development (MoGLSD) on the formulation of the National Employment Strategy (NES) and Employment-intensive Investment program. Uganda Bureau of Statistics (UBOS) was responsible for the implementation of the National Labour Force Survey and the thematic reports. Equally, the project has closely worked with the MoGLSD and UBOS in promoting the labour market information system.

ILO considers evaluation as an integral part of the implementation of development cooperation activities. The evaluation in the ILO is for the purpose of accountability, learning, planning, implementation improvement and building knowledge.

The project evaluation will follow the ILO Policy on Evaluation for Technical Cooperation projects and the Development Cooperation Internal Governance Manual. A project of this nature with a budget of more than US\$ 1 million requires a mid-term internal evaluation and a final independent evaluation. The mid-term evaluation was conducted in August 2022 and will be available for the final evaluation. This final evaluation is managed by an evaluation manager not linked with the project and overseen by ILO/EVAL and conducted by independent evaluation consultants.

This evaluation will follow the ILO policy guidelines for results-based evaluations and the ILO Policy Guidelines Checklists, particularly the Checklist 4.2: "Preparing the evaluation report, the Checklist 4.8: "Writing the inception report"<sup>3</sup> and the Checklist 4.4 "Preparing the evaluation report summary. The evaluation will be conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard, the UNEG Code of Conduct for Evaluation in the UN System.

## 3. Evaluation Purpose and Scope

**The overall purpose** of the final independent evaluation was to provide project stakeholders with the opportunity to assess the relevance, effectiveness, efficiency, progress and sustainability of the project actions within the context of Uganda's employment sector. Furthermore, the focus of the evaluation was to measure the achievements of the project against the set outcomes and related indicators, as well as record lessons learnt, best practices and make recommendations for similar future projects.

**The specific objectives** of this final evaluation were to:

- i. assess the relevance of the project strategy and outcomes related to the UNSCDF, SDGs indicators DWCP, NDP III and national policies;
- ii. assess the extent to which the project has achieved the expected results and objectives and which were the factors that supported or hindered the achievements of the project;
- iii. identify unexpected positive and negative results of the project;
- iv. assess the extent to which the project outcomes will be sustainable;
- v. identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further; and
- vi. provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes for this and similar ILO projects and interventions in the future.

## 4. Scope of the Evaluation

**Technical Scope:** The evaluation covered all the planned and unplanned outputs and outcomes under the project. The evaluation considered ILO's cross-cutting themes -gender equality and non-discrimination (e.g., disability

inclusion, social dialogue, international labour standards and fair transition to environmental issues. The evaluation utilized service data and reports for the period since its start in January 2021.

The project evaluation is in line with ILO Policy on Evaluation for Technical Cooperation projects and the Development Cooperation Internal Governance Manual. This final evaluation was managed by an evaluation manager not linked with the project and overseen by ILO/EVAL and conducted by Drake Rukundo – a Ugandan independent evaluation consultant.

**Geographical Scope:** While the evaluation was mainly conducted in Uganda’s capital city Kampala, it included site visits to Maddi-Okollo District under the intervention area of National Labour-Intensive Public Works Program as the strategy was being discussed and guidelines presented to selected local governments. The consultant participated in the Consultations to develop the NES as well as dissemination of the thematic papers of the NLFS in June 2022

## 5. Evaluation Criteria and Questions

The following were the key evaluation questions – the details of which are annexed to the report. These questions followed the OECD-DAC evaluation criteria:

- i. **Relevance and strategic fit:** To what extent are project objectives and interventions relevant to the needs and priorities of government (Government objectives, National Development Frameworks), and other local stakeholders?
- ii. **Coherence (internal and external):** Was the project -implicit or explicit- theory of change valid and realistic? Has the theory of change adequately integrated effectively external positive and negative factors (risks and assumptions)?
- iii. **Effectiveness:** To what extent has the project achieved its outcomes at national and sub-national levels?
- iv. **Efficiency:** How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?
- v. **Impact orientation:** Are the achieved results integrated or likely to be integrated into national institutions, and will the partners be able to sustain them beyond the project (institutionalization of project components)?
- vi. **Sustainability:** To what extent the project outcomes are sustainable, what are the steps that have been taken to enhance it?
- vii. **Cross cutting themes:** To what extent was non-discrimination in relation to: gender, disability inclusion; social dialogue; international labour standards and environmental issues incorporated?

## 6. Evaluation Methodology and Approach

Overall, the design of the evaluation is fashioned according to **the standard OECD-DAC<sup>1</sup> evaluation criteria for evaluations**. This approach guided the assessment of performance along themes of: relevance, coherence, efficiency and effectiveness as well as impact and likelihood of project sustainability: The evaluation provided a record of the extent to which the project was in sync with international, regional and national dispensations under coherence. Other aspects will be E+E that combines attainment of results (effectiveness) and the use of resources (efficiency) in delivery of these results.

While it may be early to arrive at vivid impacts the evaluation presents both potentialities of impact as well as the likelihood of the sustainability of its achievements registered. This evaluation report highlights recommendations to help identify aspects for modifications and utilizing opportunities to enable the next similar project(s) deliver better. This is the utility of the evaluation.

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<sup>1</sup> Organization of Economic Cooperation and Development- Development Assistance Committee

**Data Collection and Analysis:** This evaluation was undertaken using a mixed methods approach that combines both qualitative and quantitative approaches. It was guided by the Terms of Reference (ToR), and evaluation requirements ILO Eval. A variety of approaches were devised for this evaluation, including innovative ways to arrive at content that satisfies the technical requirements to meet its rationale and objectives. The following were key approaches taken to collect and analyse information to satisfy the needs of the evaluation:

**Desk Review of Key Project Documentation:** This included the review of the Main Project Document, Key references to international and national frameworks on labour and national development as well as performance reports on intervention areas (as implemented by various MDAs). As the assignment progressed more in-depth review of key project-related documentation was done. The detailed list of documents under references annexed to this report as Annex 5.

**Interviews with Key Implementing MDAs and Local Governments** Key informant interviews have been conducted with the following stakeholders as part of the field mission:

- i. ILO technical team
- ii. European Union Delegation to Uganda
- iii. Ministry of Gender Labour and Social Development which also hosts the National Employment Council
- iv. Ministry of Finance Planning and Economic Development
- v. Ministry of Local Government
- vi. National Planning Authority (NPA)
- vii. Uganda Bureau of Statistics
- viii. National Organization of Trade Unions (NOTU)
- ix. Federation of Uganda Employers (FUE)
- x. Central Organization of Trade Unions (COFTU)
- xi. Economic Policy Research Centre (EPRC) at Makerere University
- xii. Officials of Two (2) District Local Governments (Arua and Maddi Okollo)

**Content and Thematic Data Analysis:** Desk reviews, processing of notes from key informant interviews were processed using content and thematic data analyses. Data analysis has been done in line with the themes of the evaluation and content matched against the OECD-DAC evaluation criteria.

**Sampling Strategy:** The evaluation adopted a purposive sampling strategy where respondents were selected and interviewed based on their roles on the project. The fact-finding mission was with agencies in the labour space deduced to have significant levels of influence in project implementation – and hence purposively selected. Annex 4 shows the respondents to the evaluation per institution.

## 7. Limitations of the Evaluation

The evaluation was conducted without any significant limitations other than delays in obtaining interview appointments from some key stakeholders. This was mainly because the evaluation took place at the same time as the Ministry of Gender, Labour and Social Development was engaging stakeholder to complete both the National Employment Policy and National Employment Strategy, among other activities. A no-cost extension was approved to the end of August 2023 that allowed this report to be finalized.

## 8. Quality Assurance

ILO has supported the technical delivery of this evaluation. It has passed out quality assurance mechanisms aimed at ensuring credibility and validity of the evaluation outcome. The evaluation followed ILO quality assurance standards to ensure this report adhered to initial terms of reference and meet the expectations on all partners

views that come from stakeholders, were recorded in a way that will inform the future of ILO work. This quality approach was purposed to be innovative, open and honest and provide a perspective that will contribute to the enhancement of gender-responsive employment governance in Uganda in years to come.

## SECTION II: FINDINGS

This section details the findings from the evaluation of the Enhanced Impact of PFM and Sub-national Employment Governance Project.

### 2.1 RELEVANCE AND STRATEGIC FIT

#### SUMMARY OF FINDINGS ON RELEVANCE

The project has been evaluated as one that was highly relevant to the national problem context – by contributing strategically to the strengthening of Uganda’s employment governance framework. This endeavour is in consonance with GoU priorities as expressed in the Uganda Vision 2040, the National Development Plan (NDP III) and the National Employment policy, 2011 (being revised). Furthermore, the project is relevant to European Union (EU) 11<sup>th</sup> EDF priorities for Uganda, the UN Development Assistance Framework (UNDAF), and was designed under the ILO mandate. Through its implementation the project has contributed to the interventions towards attainment of the UN Sustainable Development Goals (SDGs) specifically SGD 8 and SDG 10.

The support provided by the project was highly relevant to the beneficiaries’ mandates and objectives. For instance, by supporting the conduct of Uganda’s second National Labourforce Survey (NLFS) the project has contributed to availability of accurate, reliable and comprehensive data to inform the country’s development aspiration which is in line with UBOS mandate. Overall, the project has contributed to the goal of the Ministry of Gender, Labour and Social Development (MoGLSD) goal “to promote employment productivity positive cultural values rights of vulnerable groups and gender responsive development”.

#### Relevance to National Context

Uganda’s population is estimated to have increased from 37.3 million in 2016/17 to 42.9 million in 2021. About 3.3 million Ugandans joined the labour force over five years (between 2017 when the first National Labour Force Survey (NLFS) had been held and the NLFS 2021). Relatedly, the number of employed people in Uganda’s subsequently increased from 8.97 million to 10 million, showing that about 1.03 million jobs were created over the five years against the 3.3 million who had joined the labour market. However, the labour force participation rates have gradually declined, irrespective of gender but are much worse among females. Further, the participation rate of the youth also declined in 2021 with 41.1% of youth Not in Employment, Education nor in Training (NEET). Equally, the National Labour Force Survey (2021) shows a dramatic increase in child labour at 39.9%. This is compounded by a higher level of 27% of multidimensional poverty and informality at 87.9% excluding agriculture. This landscape is further characterized by low-quality jobs with stagnant wages (and without a minimum wage). These labour market challenges adversely affect youth, much worse for females than their counterparts. The Government of Uganda recognized these challenges and implications to national development.

The project was designed to align to Uganda’s Vision 2040 and its third National Development Plan (NDP III (FY 2020/21- FY 2021/22) whose theme is ‘sustainable industrialization for inclusive growth, employment and wealth creation’. This is a contribution the Vision 2040 which under paragraph 52 notes that *Uganda has a big challenge of a labour force that is largely under or unemployed due to inappropriate skills and the slow labour absorptive capacity of the economy.*

Specifically, under NDP III this project is evaluated as highly relevant to the following NDP III programs mainly Human Capital Development and Private Sector Development. This project contributes to NDP III five objectives with a specific NDP III target of generation of an annual average of 520,000 new jobs. The evaluation noted that the project has potential to make a significant contribution to employment creation with implementation of interventions such as under the National Strategy for Labour-Intensive Public Works Program.



## Linkage to ILO Strategic Objectives, UNDAF and SDGs

### Linkage to ILO strategic Objectives

The project was executed in line with ILO's mandate specifically **ILO convention 122** which focuses on promoting full employment with a view of stimulating economic growth and development, raising levels of living, meeting manpower requirements and overcoming unemployment and underemployment. More specifically, the project was aligned to Decent Work Country Programme (DWCP) for Uganda focusing: employment; social dialogue; and social protection.

### Linkages to UNDAF

This project has contributed to the United Nations Sustainable Development Cooperation Framework 2020-2025; **Outcome 2.1** of the framework envisions that by 2025, people especially the marginalized and vulnerable, benefit from increased productivity, decent employment and equal rights to resources.

### Alignment to the Sustainable Development Goals

The contributed to the attainment of under **SDG 8**: “promote inclusive and sustainable economic growth, employment and decent work for all. Specifically, the project contributes to SDG target 8.5 “By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value”. This is realized through among other the formulation of the NES and the promotion of investments in employment intensive investments in the sub-national level. and

By shedding the spotlight under the NLFS on three thematic reports on: youth activities, child labour and informality and supporting pro-poor investments under the labour-intensive public works program, the project has contributed to **SDG Goal 10**: reducing inequalities within and among countries.

### Relevance for Stakeholders' and Beneficiary Needs

The support provided by the project was highly relevant to the beneficiaries' mandates and objectives. For instance, by supporting the conduct of Uganda's second National Labourforce Survey (NLFS) the project has contributed to availability of accurate, reliable and comprehensive data to inform the country's development aspiration which is in line with UBOS mandate. Overall, the project has contributed to the goal of the Ministry of Gender, Labour and Social Development (MoGLSD) goal “to promote employment productivity positive cultural values rights of vulnerable groups and gender responsive development”.

### Incorporation of Gender and Disability Inclusion

Overall, owing to the fact that the project mainly involved the Ministry of Gender, Labour and Social Development and Social Partners who appreciated gender and disability inclusion, it was easy to mainstream these aspects in most of its project interventions and outputs. However, it was noted that the project document could have provided a 'schedule' or a guide on gender equity and disability inclusion to various implementing partner- for standardization in reporting. For instance, at meetings/workshops, all registration/attendance list could have included gender and disability columns for data capture.

### Involvement of ILO Tripartite Constituents in Project Design

ILO is the only UN agency that is based on tripartism. Cognizant of this, the project sought to work with Government but also social partners especially National Organization of Trade Unions (NOTU) and Central Organization for Free Trade Unions (COFTU) that represented trade unions as well as Federation of Employees (FUE) that represented employers.

## Integration of prioritized Cross cutting Issues

Right from the project design to some aspects of implementation, the project included key cross-cutting themes as follows:

- i. **Gender and non-discrimination:** The national labour force survey (NLFS) that captured gender-equality and non-discrimination indicators for men, women, boy and girls as well as persons with disabilities. Later more specific detail was provided in the elaboration of three thematic reports out the NLFS on child labour, youth activities, and informality of the economy.
- ii. **International Labour Standards:** All implementing partners that included Government MDAs, social actors and others were instructed to adhere to international labour standards. Specifically, Uganda Bureau of Statistics (UBOS) during the formulation of the NLFS questionnaire aligned to the ICLS (International Conference of Labour Statisticians) which main standardizes labour market statistics definitions, concepts and computations. The concern however, was extending the cap for working population from age 64 for 65 remains outstanding.
- iii. **Environmental Issues:** There NES alludes to the national green jobs strategy that calls for protection, restoration, reclamation of the environment in the context of job creation. In addition, under the National Strategy for Labour-intensive Public Works Program, emphasis was made on the need to focus these works on interventions that include: tree planting, protection of water catchments and water sources with a climate action orientation.

## Validity of Project Design

Overall, although the engagements weren't well structured to include more participation (for instance of the private sector, traditional and cultural institutions) - at project design and planning. There was limited national level consultations at design of the project – something that eventually limited its performance. For instance, with broader consultation it would have been possible for ILO to support an evaluation of the National Employment Policy (2011) before embarking on the design of the National Employment Strategy (NES). Another illustration is that broader consultations with MFPE and National Planning Authority (NPA) could have guided on how best to approach Result area 2 on *Strengthening capacities of national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reforms.*

## 2.2 COHERENCE

This sub-section looks at the extent to which The Enhanced Impact of Public Financial Management at National and Sub-national Employment Governance” Project was coherent from its design, implementation and anchoring to the ILO mandate and complementarities to and with other dispensations.

### SUMMARY OF FINDINGS ON COHERENCE

The project was evaluated to have produced output that were coherent with the ILO Decent Work County Program which was a government undertaking on supporting employment governance. This is also in line with EU's focus on supporting developing countries like Uganda in strengthening their governance systems.

A key factor that enhanced coherence was putting together series of meetings under the National Employment Council (NEC) – which helped to bring all stakeholders together. This gave the process an opportunity for an all-hands-on-the-deck approach to ensure that all aspects of the project were understood – and the unique yet intertwined role they played in building the national employment governance framework.

## Internal and External Coherence

### **Internal Coherence**

The Enhanced Impact of PFM and Sub-national Employment Governance Project was designed in a manner that sought synergies and interlinkages between the ILO and Government MDAs as opposed to starting anew. Working with MGLSD, NPA, MoFPED, MoLG and UBOS on various aspects they carried out not only built capacity but also supported on-going work to progress – on a need-based approach. UBOS in its conduct of the NLSF and the works on-going for the establishment of an LMIS were assessed to have been consistent with relevant international norms and standards.

### **External Coherence**

The design and implementation of the project purposed to avoid duplication of effort and took an approach of **'add what is missing'** as was noted by one of the respondents from MGLSD. This can be demonstrated in the following ways:

- i. Government of Uganda had always had public works programs but never finalized a national strategy on labour intensive public works. The value-addition was to put this strategy in place as a national point of reference during implementation. It is important to note that formulation of the strategy was not part of the project activities. The project did it and extra-initiative realizing its importance as an overarching national framework to drive both district-level action plan and systems building for labour intensive public works.
- ii. The national employment policy was in place since 2011 – but without a strategy nor action plan. So, the value-addition was therefore to put one in place aligned to the NDPIII
- iii. The LMIS has already in process of development before the project. What the project achieved was to support technical processes to arrive at the stage where what is left is training, hardware installation and pre-test
- iv. Uganda had only undertaken on National Labourforce survey in 2016/17 and what the project did was to support a new survey for 2021.

It is important to note that the NLFS was held post-covid as it was able to capture its impact and could provide prudent comparisons in future surveys.

### **Support of Policies Advancing Decent Work Agenda**

The project was evaluated to have result areas and interventions coherent with the Decent Work Country Program– which was a government agenda on supporting employment governance. This was coherent with EU focus on supporting developing countries in strengthening their governance systems. This project contributed to the broader efforts aimed at meeting the Sustainable Development Goals Agenda Goal 8 on promotion of productive employment and decent work for all and Goal 10: reducing inequalities within and among countries.

### **Complementarity with Other ILO Projects**

ILO leveraged its mandate on employment as a comparative advantage in advancing the issue of employment governance in Uganda. The project supported Government in building further an employment governance framework by providing much needed labour force/ employment data generated by the NLFS. This data in the NLFS will present a point of reference for the finalization of the NES and guide manpower planning for other sectors and programs of the NDP III and NDP IV.

### **Linkages Established with the UN and Non-UN Organizations as well as Government and other Local Government Actors**

The project was implemented with oversight by ILO field units: CO-Dar, DWT- Pretoria, Regional Office for Africa, ILO HQ Units as well as the Donor- the European Union. ILO worked mainly with Government and district local governments in the implementation of this project.

The project brought together key stakeholders pertinent to the employment governance framework. On the Government side were the:

- i. Ministry of Gender, Labour and Social Development;
- ii. Ministry of Finance, Planning and Economic Development
- iii. Ministry of Local Government
- iv. Ministry of Works and Transport
- v. National Planning Authority
- vi. Uganda Bureau of Statistics
- vii. District Local Governments with keen participation of labour officers.

Social Partners actively participated in the project and these included:

- i. Central Organization of Trade Unions (COFTU),
- ii. National Organization of Trade Unions (NOTU) and
- iii. Federation of Uganda Employers (FUE).

The other non-state actors

- i. Economic Policy Research Centre (academia)
- ii. Media houses

A key factor that enhanced putting together series of meetings under the National Employment Council helped to bring all stakeholders together. This gave the process an opportunity for an all-hands-on-the deck approach to ensure that all aspects of the project were understood – and the unique yet inter-twinned role they played in building the national employment governance framework.

## 2.5 EFFECTIVENESS

This chapter looks at the extent to which the project achieved its intended results, the effectiveness of the technical capacity provided and any unintended results.

### SUMMARY OF FINDINGS ON EFFECTIVENESS

Overall, the enhanced impact of public finance management at national and sub-national employment governance was successful in production of the draft national employment strategy, the nationally launched national labour force survey and a National Strategy for Labor-intensive Public Works Program. It was also able to support the start of the implementation of Labour Market Information System LMIS. However, it was not able to build capacities for employment-sensitive public financial management tools for effective inter-governmental fiscal transfers, as had been planned.

ILO determined under its collaborative partnership to build national capacity with Government and utilize locally available expertise as opposed to hiring experts from outside Uganda. This was a dedicated effort to ensure sustainability, ownership and enduring local capacity – after the project's lifespan. However, some technical aspects where capacity wasn't available in-country, ILO supported the project with external consultants on specific technical undertakings. ILO also involved government partners' according to their availability to implement activities to enhance ownership and the use of results

### Achievement of Project Outcomes

The Enhanced Impact of Public Financial Management at National and Sub-national Employment Governance” Project registered the following achievements recorded below per result and intervention area:

**Result Area1: Establishing conditions for local government employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.**

### **Intervention 1: Support the development of the National Employment Strategy**

Under this activity the project has achieved the following results:

- i. Economic Policy Research Centre (EPRC) completed a draft National Employment Strategy (NES) which was submitted to the MGLSD for validation. This process had been delayed by the production of the National Labour force Survey – whose information was critical for the analytical works and background information for the NES.
- ii. MGLSD constituted the National Employment Council which provided technical input into the formulation of the NES. It drew representation from both state and social actors. This Council as had been envisaged by the National Employment Policy 2011 has continued to serve various roles regarding employment governance in the country. Its works have been amplified by this intervention area.
- iii. ILO was successful in supporting EPRC and the MGLSD in development of the NES through provision of technical input and assistance with backstopped by specialists from Co-Dar and DWT Pretoria.

It is important to note that as the process to finalize the NES continued, so did another process commence to review and update the National Employment Policy 2011. This necessitated that both the newly updated version of the policy and NES be harmonized. By the time of the evaluation, this process was still on-going.

### **Intervention Area 2: Provide Technical Assistance to UBOS in conducting the NLFS**

ILO and UBOS implemented a collaborative agreement to conduct a national labour force survey. However, at the onset there wasn't clarity in this agreement on key issues especially related to access to UBOS data. Nonetheless, ILO provided the necessary technical assistance to UBOS to ensure that the eventual survey complied to the ICLS standards. Data analysis was also supported by ILO which provided two experts within the ILO DWT and a dedicated Senior Statistician/consultant who provided technical assistance to UBOS. Under this intervention area the following were achieved:

- i. UBOS was successful in undertaking the survey and the NLFS report was officially launched in November 2022.
- ii. UBOS in addition processed and launched three thematic reports: on Youth Activities, Child labour and Informality in June 2023.

There were three challenges that this intervention area faced:

- i. Untimely release of funds due to the hold-up of funds sent for this activity by MoFPED to Ministry of Local Government. Re-routing these funds to UBOS took long necessitating UBOS to use its own funds and wait for a refund;
- ii. The production of thematic reports required access to the full micro-dataset, so as to conduct validation test. However, UBOS in the beginning was reluctant to provide access warranting ILO to go through several rounds of negotiating. This delayed the production of thematic reports. This process also highlighted the issue of commitment to the output as agreed upon by UBOS and the project
- iii. UBOS restricts analysis of labour market data to group 15-64. ILO's recommendation is to not apply a maximum age for the working-age population, so as to obtain a picture of the:
  - labour market experience of different age groups (even the ones that have reached retirement age). The advantage of Household survey is precisely to compile information about groups which are not captured by administrative records.
  - the labour market indicators in general, with the inclusion of even those aged 65 + years, as some of them are in the labour force and thus contributing to the economy

### **Intervention Area 3: Supporting the promotion of the Labour Market Information System**

The project mobilized the MoGLSD, UBOS and other relevant stakeholders towards LMIS implementation. A data production workshop was held from 15th to 17th August 2022, which produced the LMIS master plan. Further, the project drafted a governance arrangement for the LMIS for adoption. The evaluation denotes that development of an enduring LMIS takes time. It involves a series of methodological steps right from design up to go-live. While there hasn't been hardware and software installation to have the system up and running, substantial readiness work was achieved towards this last phase. There is therefore a need to sustain efforts to have the LMIS running with the following actions:

- a) Processes that ensure that there are continuous updates towards conclusion of LMIS masterplan with incorporation of inputs from the workshop (including inclusion of NLFS data, migration data and other indicators);
- b) Ensuring that the costed LMIS plan (2023-2026) is finalized and nationally validated showing key functional requirements;
- c) Expedited processes for procuring hardware and software and installations. This is important for practicality reasons – so that front line officers are trained on the actual system. It was noted that ILO Statistics department agreed to provide the necessary software and the needed capacity building; and
- d) A roll out is further resources to include training for MDAs in relevant departments on the system dummy files and eventually the Labour Market Information System.

## **Result Area 2: Strengthening capacities at national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform**

### **Intervention 1: Preparing and disseminating tools for mainstreaming employment in PFM at the Sub-national Level**

Support to employment-sensitive PFM tools implementation through undertaking the inter-governmental fiscal transfer assessment as the basis for targeted national and sub-national-level training has yet to be delivered. Only a few preliminary activities have been initiated but not completed. This was mainly because funds were not provided to allow for implementation of key consultations to satisfy the targets under this intervention.

### **Intervention 2: Preparing, costing, and mainstreaming medium term strategies for employment-intensive investments in District Development Plans.**

This intervention was designed at the backdrop of Government's zeal to tackle decent work deficits. A key foundation for this response was to adopt and stimulate an employment-centered approach which establishes preconditions and investment for employment creation. Through the promotion of local resource-based approaches and the use of employment intensive work methods, the employment-intensive investments program (EIIP) has been designed to increase the creation of jobs, skills learning and business opportunities for the most vulnerable groups, as a means of poverty reduction while at the same time improving access to basic public services. From the ILO perspectives, public works is used as a mechanism that: promotes employment (employment services, skills training, institutional development etc), creates income for vulnerable groups (social protection) and stimulates sectoral/infrastructure financing.

The EIIP built capacity within government and private sector to effectively provide various services, placing emphasis on mobilizing local capacity in communities, local government authorities. The advantage of relying on locally available resources is that a substantial portion of investments is channelled into the local economy resulting in the creation of new jobs and increased business opportunities.

Government had already put in place a draft Public Works Program strategy and implemented aspects of it as a Social Protection initiative under various initiatives way before the National Policy Framework for Social Protection (2015). However, a stand-alone costed program strategic direction had not been fully finalized for national

implementation. ILO supported MGLSD through provision of a national consultant who has developed a costed Strategy for the National Labour-intensive Public Works Programme. This document was nationally validated in June 2023 in Kampala. Another consultant as part of the project has formulated a training guide for District local governments on the same.

However, the consultant developed the strategy assisted five districts to develop action plans. Whereas the consultant developed the training guidelines and facilitated five-days training working with ILO specialists. These guidelines were presented to five pilot districts namely: **Isingiro, Sembabule, Maddi Okollo, Budaka and Lamwo**. What remains is the provision of technical support to these districts to mainstream this program in their district workplans for implementation during FY 2023/24 and onwards.

### **Main Contributing Factors to Project's Success**

The above sub-section (5.1) has already alluded to factors that hindered or contributed to the success of the project. What can be added under this subsection is that the evaluation noted a rather high level of dissatisfaction in the disbursement of project funds to the different MDAs. This constrained MDAs (especially UBOS) in undertaking the tasks that were allocated to them. It was noted that these funds were held up in the MoLG as it waited for clearance of the MOU before the money could be transferred as was the government procedure. Inasmuch as this was a procedural delay, a remedy could have been sought, had there been swifter follow-up and more effective coordination between the government MDAs that were negatively impacted.

### **Mitigation of COVID-19 Effects and Project's Readiness to Adapt**

The project's implementation took place at the peak of the second wave of the COVID-19 pandemic. While there were negative effects of COVID-19 pandemic related to travel restrictions, the project still proceeded by using on-line platforms, adhering to Standard Operating Procedures (SoPs) that were handed out by the National COVID-19 Task Force and the Ministry of Health. The NLFS went ahead – even during the pandemic and ensured that there was accessibility of data, albeit the levels of bureaucracy in the process. The pandemic affected some activities (including postponement of training sessions on the LMIS and workshops that had been planned other interventions). However, the project was able to adapt. ILO supported the project inasmuch as the pandemic posed a challenge to the otherwise the smooth flow of process and internal operational structures.

### **Ability to use ILO Technical Assistance and Products**

To a maximum extent possible ILO determined under its collaborative partnership to build national capacity with Government and utilize locally available expertise as opposed to hiring experts from outside Uganda. This was a dedicated effort to ensure sustainability, ownership and enduring local capacity – after the project's lifespan. However, some technical aspects where capacity wasn't available in-country, ILO supported the project with external consultants on specific technical undertakings. ILO also involved government partners' according to their availability to implement activities to enhance ownership and the use of results.

### **Effectiveness and Appropriateness of ILO Training and Guidance**

Overall, all national stakeholders were highly satisfied with the provided technical assistance and products from ILO with only a few exceptions –that they could have been provided more in-country time and training sessions/days.

### **Opportunities to Promote Gender Equity and Disability Inclusion**

The project provided the following opportunities to promote gender equity and disability inclusion:

- i. The process to update the NES included dedicated incorporation of gender-sensitive priorities in the formulation of the strategy for its effective implementation;
- ii. Modules under the LMIS the work to put in place the employment-sensitive indicators have all design to reflect gender-equity and disability inclusion;

- iii. The NLFS is extensively gender and disability inclusive – including disaggregation of data across various variables on these aspects.

### **Effect of Positive and Negative Factors Outside Project Control**

The following were noted to be the positive and negative externalities that affected project's implementation but not within its control:

#### **Positive externalities**

- i. Use of prior work on the Public Works Programs that became a basis for the finalization of the National Strategy for Labour Intensive Public Works Program;
- ii. The process that was supported by IOM to review the NEP that came timely as the NES was being finalized – a process that has led to timely harmonization of both documents.

#### **Negative externalities**

- iii. COVID-19 Pandemic which slowed down the implementation of some activities especially training sessions – that could not be done effectively on-line
- iv. Delays in remit of funds to UBOS by MoLG to conduct the survey

### **Unintended Results**

The design, formulation and launch of the National Strategy for Labour Intensive Public Works Program was not initially the intended result of the project – but emerged as a wonderful unintended output – one that will for years ahead be a point of national reference for public works programming in Uganda.

### **Effectiveness of the Intervention Model in attainment of Project Objectives**

The project had it's a logical framework that guided its management. To supplement this model, the evaluation designed a theory of change (ToC) to further demonstrate the flow of intent to impact. As seen on the on the next page, the ToC has two pathways

The first pathway is fashioned around putting in place critical investments to guide employment creation at the national level. These investments included:

- i. Putting in place a national employment strategy
- ii. Supporting UBOS to conduct and conclude a national labour force survey
- iii. Supporting the implementation of the national labour market information system

The above investments are what the project deduced to be pre-conditions for employment governance

The second pathway is about support that was purposed to strengthen capacities at national and sub-national levels in the implementation of employment sensitive PFM tools for effective inter-government fiscal transfers. The interventions made included:

- i. Preparation and dissemination of tools for mainstreaming employment in public finance management at sub-national level
- ii. Preparing, costing and mainstreaming medium term strategies for employment-intensive investments in district development plans.

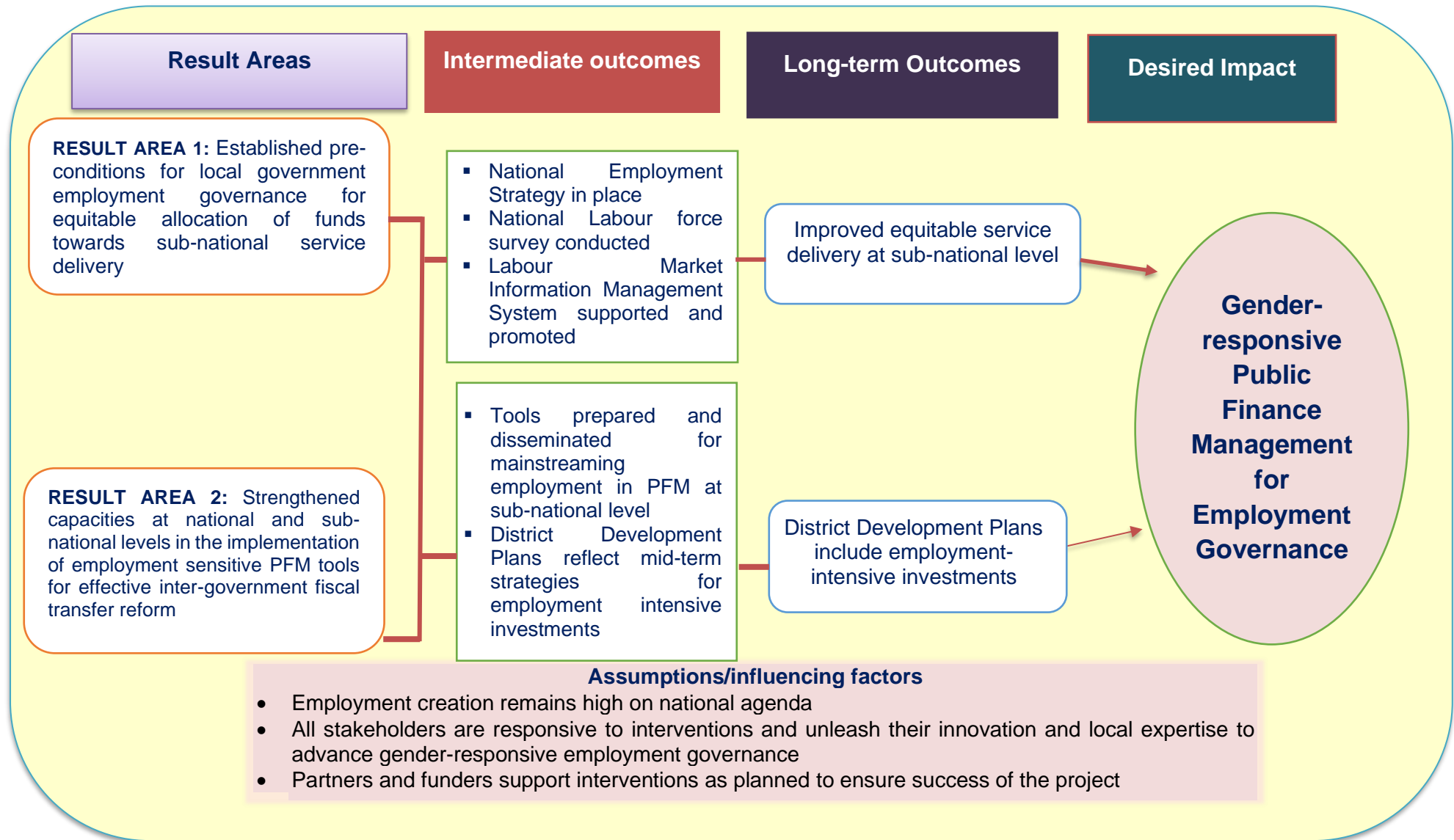
**Assumptions:** For the theory of change to hold the following are key assumptions:

- i. Employment creation remains high on government agenda
- ii. Development partner and donors continue to support efforts even as the project comes to an end; and that
- iii. Stakeholders are responsive to interventions and unleash their innovation and local expertise to advance gender-responsive employment governance.

The evaluation was guided by a re-construct of the Project's theory of change displayed on the next page.



### A Reconstruct of the Project's Theory of change



## 2.4 EFFICIENCY

This section presents the key findings under efficiency and describes the use of financial and human resources, and disbursement of funds and how it was spent over its lifespan.

### SUMMARY OF FINDINGS ON EFFICIENCY

The project was assessed to have been resource-efficient having allocated funds to activities as approved albeit the delays occasioned by challenges related routing of funds within the GoU financial systems. There was sufficient clarity provided by the logical framework on the roles, responsibilities as well as activities that each was expected to play over the 2 1/2-year period. The logical framework guided implementation as well as reporting – done through two comprehensively written annual reports.

The project was managed by the project team at the ILO Office in Kampala that reported to ILO Country team in Dares salaam. The project team received both financing and technical support from the DWTs. This procedure was evaluated as efficient in ensuring oversight and robustness of progress reporting.

One key challenge was the untimely release of funds to implementing agencies. For instance, due to the hold-up of funds sent for this activity by MoFPED to Ministry of Local Government UBOS was not able to deliver the NLFS on time. Re-routing these funds to UBOS took long necessitating UBOS to use its own funds and wait for a refund.

### Use of Financial and Human Resources

The programme is financed by the EU to the amount of EUR 1 million with co-financing (16%, EUR 189,171.25) from ILO. The evaluation deduced that the project was resource-efficient having allocated funds to activities as approved albeit the delays occasioned by challenges related routing of funds within the GoU financial systems. The table below presents a summary of grant against expenditure assignments.

**Table 1: Disbursement and Expenditure**

| Expenditures   | Total Cost (EUR) | Expense + Legal Commitment | Difference |
|--|------------------|----------------------------|------------|
| Human Resources  | 553,275.00       | 486,488.97                 | 66,786.03  |
| Travel   | 12,600.00        | 4,937.71                   | 7,662.29   |
| Equipment and supplies   | 48,000.00        | 45,503.48                  | 2,496.52   |
| Local office   | 36,000.00        | 18,300.06                  | 17,699.94  |
| Other costs, services  | 70,000.00        | 17,881.95                  | 52,118.05  |
| <i>Output Description: Preconditions for Local Government Employment Governance established</i>  |                  |                            |            |
| Support the production of national Labour Force Survey to generate labour force statistics disaggregated by Local Government                 | 24,000.00        | 12,495.42                  | 11,504.58  |
| Provision of international expertise and technical assistance on LFS sampling by a senior International LFS Sampling Expert)                 | 60,000.00        | 64,364.69                  | -4,364.69  |
| Provision of international expertise and technical assistance on labour statistics   | 100,000.00       | 33,413.27                  | 66,586.73  |
| Conduct employment situation analyses and consultations with constituents  | 12,500.00        | 0                          | 12,500.00  |
| Support Government in drafting a National Employment Strategy, including the clarification of functions, responsibilities, M&E framework and | 30,000.00        | 37,525.22                  | -7,525.22  |

| Expenditures   | Total Cost (EUR) | Expense + Legal Commitment | Difference |
|--|------------------|----------------------------|------------|
| medium-term funding requirements for sub-national employment governance  |                  |                            |            |
| validation conference on the national Employment Strategy  | 30,000.00        | 29,295.00                  | 705.00     |
| Support to the establishment of a National Employment Governance Dashboard   | 40,000.00        | 30,805.21                  | 9,194.79   |
| <i>Output Description Strengthened capacities conducive to the implementation of the inter-governmental fiscal transfer reform</i> |                  |                            |            |
| Subtotal Other   | 391,500.00       | 207,898.81                 | 183,601.19 |
| Subtotal direct eligible costs of the Action   | 1,111,375.00     | 781,010.99                 | 330,364.01 |
| Indirect costs (maximum 7% of 9, total direct eligible costs of the Action)  | 77,796.25        | 54,670.79                  | 23,125.46  |
| Total direct eligible costs of the Action  | 1,189,171.25     | 835,681.77                 | 353,489.48 |
| Total eligible costs   | 1,189,171.25     | 835,681.77                 | 353,489.48 |
| Total accepted costs of the action   | 1,189,171.25     | 835,681.77                 | 353,489.48 |

## Robustness of Management and other Governance Arrangements

The project was managed by the project team at the ILO Office in Kampala that reported to ILO Country team in Dares salaam. The project team received both financing and technical support from the DWTs. This procedure was evaluated as efficient in ensuring oversight and robustness of progress reporting – although there were instances of delays in issuance of feedback by the Dares salaam office.

In implementation of the project activities was mainly with Government MDAs most specifically the; MGLSD, MoFPED and UBOS. The project team worked with social partners the comprised the federation of the employers (Federation of Uganda Employers) and federation of employees (National Organization of the Trade Unions and the Central Organization of Free Trade Unions). These were represented at the National Employment Council. However, it was noted in the evaluation that the NEC is not a legal Constituted Council and therefore does not receive appropriations from the national budget but relied and will in the present time depend on development partners for support. At EU, the project team worked with the component manager that oversaw the implementation of the project.

## Clarity of Understanding of Roles and Responsibilities

There was sufficient clarity provided by the logical framework on the roles, responsibilities as well as activities that each was expected to play over the 2 1/2-year period. The logical framework guided implementation as well as reporting – done through two comprehensively written annual reports. This report appreciates the role played by MoGLSD in keeping all actors focused on project results by convening various workshop across the country on various interventions under all result areas.

## Relationships and Cooperation with Relevant Stakeholders

In terms of efficiency, the project faced delays in disbursement of funds to various implementing partners. Funds disbursed by EUD to MoFPED did not reach the respective MDAs in time and had been held up in the MoLG, awaiting clearance of the MOU between the different MDAs. Stakeholders noted that this situation could have been resolved had there been more swift coordination between ILO, EU and government – which lacked somewhat. There was a note during the evaluation, that there were instances where the EU component manager and the MoGLSD did not fully agree on handling of the LMIS and Inter-governmental Fiscal Transfers aspects – either to divergence of viewpoints or inability to curve out a common understanding of options to intervene.

## Adequacy of ILO Administrative, Technical/Specialist Support

Stakeholders who responded to this evaluation expressed satisfaction with the technical support that ILO provided and requested that more be provided (in terms of more sessions and days for specialized training sessions).

## 2.5. IMPACT ORIENTATION

This section looks at the changes that the project could have brought about among its intended beneficiaries and its contribution in the realization of the SDGs.

### SUMMARY OF FINDINGS ON IMPACT ORIENTATION

With enhanced employment governance framework, plans to create jobs, and systems to track employment trends, Government and its partners will utilize the project results to effectively mobilize and empower communities to harness their potentiality for employment and development. By putting in place the NES, the project set the pace for government-wide implementation of the National Employment Policy (NEP, 2011) and aligned it to the third National Development Plan (NDPIII).

While this process was underway, the ministry updated the NEP 2011 and the NES and NEP are now being harmonized making the process both timely to the needs of the time. The project has supported the establishment of the second ever NLFS 2021 which is highly critical to the needs of all sectors of the economy as a reference to employment planning.

The project positively impacted international and development partners who seek statistics with a wider coverage of key labour market indicators for strategic planning and employment promotion.

### Changes among Stakeholders and life of Intended Beneficiaries

The project positively impacted various targeted beneficiaries through the implementation of various interventions as shown below:

- i. **Government:** By putting in place the NES, the project set the pace for government-wide implementation of the National Employment Policy (NEP, 2011) and aligned it to the third National Development Plan (NDPIII). While this process was underway, the ministry updated the NEP 2011 and the NES and NEP are now being harmonized making the process both timely to the needs of the time. The project has supported the establishment of the second ever NLFS 2021 which is highly critical to the needs of all sectors of the economy as a reference to employment planning. The project has also supported the LMIS which is concluding the initial stages of its development.
- ii. **Social Partners:** The project has sustained the vitality and relevance of social partners including: National Organization of Trade Unions (NOTU) and Central Organization for Free Trade Unions (COFTU) that represented trade unions as well as Federation of Employees (FUE) that represented employers. These have been actively engaged in various interventions and made input in aspects that strengthen employment governance.
- iii. **Academia:** With a recommendation of the MoGLSD, ILO worked under an MoU with the Economic Policy Research Centre (EPRC) based at Makerere University to elaborate the NES. Through this interaction the project was able to engage the academia and leverage their expertise in employment data analysis.

- iv. **Private Sector.** Inasmuch more could have been done to engage the private sector, the work done under the NES, the NLFS, LMIS and the Public Works Program are all geared at elevating the profile of both public and the private sector to create decent jobs of the future.
- v. **Non-state Actors** The project by tackling the challenge of unemployment is highly responsive to the advocacy of various NGOs, and CSOs that front unemployment as a critical development challenge for the country.
- vi. **International Organizations and Development Partners:** The project positively impacted international and development partners who seek statistics with a wider coverage of key labour market indicators for strategic planning and employment promotion. In the coming years it is hoped that this will inform inclusive employment and job promotion/generation strategies as well as human capital development initiatives which most development partners are keen on supporting.
- vii. **Citizenry:** With enhanced employment governance framework, plans to create jobs, and systems to track employment trends, Government and its partners will utilize the project results to effectively mobilize and empower communities to harness their potentiality for employment and development. Inasmuch as it was not its intended output, the project saw the finalization of the National Strategy for Labour Intensive Public Works Program. The strategy has a target to create 810,000 paid jobs in the rural and peri-urban areas of the country per annum – a target in sync with NDP III agenda for rural development. All this contributes to the overall goal of MGLSD ministry which is *to promote employment productivity positive cultural values rights of vulnerable groups and gender responsive development.*

### Positive Contributions to the attainment of the ILO Mandate and SDGs

The purpose to address unemployment is in sync with the aspirations of Uganda to meet targets under **United Nations Sustainable Development Goal 8:** (on inclusive and sustainable economic growth, full and productive employment and decent work for all and **Goal 10** (on reducing inequalities within and among countries). According the same survey, 39% of the labour force have suffered at least one accident that caused them to be absent from work. Addressing such an issue, is critical to the process ensure descent work and its relevant to the ILO Decent Work Country Program (DWCP).

By supporting Government to put in place a National Employment Strategy, the project relevantly made a contribution towards the UN Strategic Framework which focuses on building national capacities to ensure that policy and regulatory frameworks increase access to labour markets. Through the support to MGLSD to develop the National Employment Strategy, project was a contribution to the UN Strategic Development Framework aspiration in fulfilment of ILO Country Programme Outcomes (CPOs) commitment to increase capacity of Government in the implementation of laws and policies related to employment.

Lastly, the Result Area 2 – namely: *Strengthening capacities of national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reforms* was in line with the European Union (EU) fiscal decentralization and service delivery agenda in Uganda.

## 2.6. SUSTAINABILITY

This section provides an assessment of the likelihood of the sustainability of project results based mainly on feedback from various stakeholders interviewed during the consultative process.

## SUMMARY OF FINDINGS ON SUSTAINABILITY

While the project did not have an elaborate exit or sustainability, the project document clearly stated that after its lifespan, Government was to take the lead in ensuring sustainability of project results and ensuring optimal utility of the TA that would have been provided. To ensure sustainability of the project's results: Government should:

- i. conclude the on-going technical processes to harmonize the current NES document with the revised NEP as it prepares for formal approvals within the Ministry and with Cabinet Secretariat;
- ii. reform disbursement procedures to avert delays such as those that conducting the NLFS faced;
- iii. complete training sessions outstanding for staff within MDAs on the various aspects of LMIS; and
- iv. Plan to incorporate employment-sensitive indicators in district planning process as the NDP IV is now being prepared for implementation period 2025-2030
- v. fully mainstream the National Labour-Intensive Public Works Program into the MGLSD budget and planning processes in order to attract funding under the mainstream ministry budget

### Sustainability, Scalability and Replicability of Project Results

The project aimed at strengthening the overall national employment governance framework by addressing gaps - where Government deemed critical and therefore needed technical assistance at the time. It had been envisioned in the project's design that project would be sustained, scaled up or replicated by Government. The tables below describes the likelihood of these aspects' sustainability, scalability and replicability per result and intervention areas:

#### Results Area 1: Establishing pre-conditions for local government employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.

**Intervention 1:** Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD).

| Intervention  | Likelihood of Sustainability   | Likelihood of Scalability   | Likelihood of replicability   | Comment   |
|---|--|---|---|---|
| <b>Intervention 1:</b> Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD). | <b>High</b><br>(MoGLSD is already finalizing the NES and aligning it with the updates to the 2011 NEP) | <b>High</b> (there are processes to use the NEP and NES to inform reviews to the Employment Act 2006) | <b>Moderate</b> (to replicate these processes, MoGLSD will still require development partner technical and financial support) | For sustainability, MoGLSD should conclude the on-going technical processes to harmonize the current NES document with the revised NEP as it prepares for formal approvals within the Ministry and with Cabinet Secretariat |

**Intervention 2:** Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS).

| Intervention   | Likelihood of Sustainability                      | Likelihood of Scalability                                   | Likelihood of replicability   | Comment   |
|--|---|---|---|---|
| <b>Intervention 2:</b> Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS). | <b>High</b><br>(UBOS was able to mobilize its own | <b>Moderate</b><br>More technical; logistical and financial | <b>High</b><br>(UBOS has strengthened its potentiality to undertake | A better and sustainable future will require an reform disbursement procedures to avert delays such as those that |

|  |  |   |  |                            |
|--|--|---|--|----------------------------|
|  | resources when it faced delays demonstrating a tenacity to sustain such undertaking) | resources will be required to scale up UBOS work) | surveys it plans to undertake a Census and successor NLFS) | conducting the NLFS faced. |
|--|--|---|--|----------------------------|

**Intervention 3:** Support the promotion of labour market information system (LMIS).

| Intervention   | Likelihood of Sustainability  | Likelihood of Scalability   | Likelihood of replicability   | Comment  |
|--|---|---|---|--|
| <b>Intervention 3:</b> Support the promotion of labour market information system (LMIS). | <b>Moderate</b><br>(MoGLSD, EU and ILO as well as other partners will still need to collaborate in years ahead to see through this important system for Uganda) | <b>Moderate</b><br>(There are still outstanding technical workshops for MDAs on the system that need to be conducted as the process is scaled up) | <b>Moderate</b><br>(Still early to determine as MoGLSD plans a roll out the LMIS) | To sustain the current momentum, the next action are two technical workshops that shall be conducted to complete training for staff within MDAs on the various aspects of the system. It was noted that MoGLSD will still remain heavily dependent on development partners for technical, logistical and technological support for this process. |

**Result Area 2: Strengthening capacities at national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform.**

**Intervention 1:** Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level.

| Intervention   | Likelihood of Sustainability               | Likelihood of Scalability   | Likelihood of replicability  | Comment  |
|--|--|---|--|--|
| <b>Intervention 1:</b> Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level | <b>Low</b><br>Activity was not carried out | <b>Moderate</b><br>Activity could be considered for preparation of the NDP IV | <b>Low</b><br>Remains to be seen how the intervention will be undertaken by MoFPED/NPA | This is a procedural process within NPA planning systems but could do with development partner support as NDP IV is designed |

**Intervention 2:** Preparing, costing, and mainstreaming medium term strategies for employment-intensive investments in District Development Plans

| Intervention   | Likelihood of Sustainability              | Likelihood of Scalability            | Likelihood of replicability   | Comment   |
|--|---|--------------------------------------|---|---|
| <b>Intervention 2:</b> Preparing, costing, and mainstreaming medium term strategies for employment-intensive | <b>Moderate</b><br>Too early to determine | <b>Low</b><br>Too early to determine | <b>Low</b><br>The program is resource intensive and its early to determine (without | Fully mainstream the National Labour-Intensive Public Works Program into the MGLSD budget and |

| Intervention                              | Likelihood of Sustainability | Likelihood of Scalability | Likelihood of replicability                                      | Comment   |
|---|------------------------------|---------------------------|--|---|
| investments in District Development Plans |                              |                           | earmarked resources in the NDP III MTEF how it will be resourced | planning processes in order to attract funding under the mainstream ministry budget |

### Assessment of National Level Interest and Participation

The evaluation deduced, that there was national interest on the part of Government and non-state actors including Social Partners who expressed enthusiastic optimism about its potential to optimally contribute to employment governance This is exemplified below:

- i. It was MoGLSD that requested technical support to put in place the strategy aligned to the NDP III to support implementation of the key aspects of the National Employment Policy (2011). The same goes for the request by MoGLSD for support to various stages/processes towards the establishment of the LMIS.
- ii. UBOS has held its maiden NLFS but lacked resources to conduct a successor survey and this request came with substantial interest from various sectors of the economy that depend on labour statistics for planning – notably the NPA;
- iii. Government had already had in place a draft Public Works Program strategy but this had not been finalized nor validated. While this wasn't part of the project – it came in timely as an aspect that would generate both jobs and incomes while strengthening rural and peri-urban infrastructure. The Ministry of Works and Transport had always been desirous of establishing a national public works program and this was aligned to this interest.

For sustainability, the evaluation deduced that this interest remains. There is therefore a need for continued collaboration and increased support to Government in advancing the governance framework for the employment sector.

### Promotion of National Ownership

While ILO, EU and other development partners can provide financial, technical, technological and other support, it will be government and social partners to own the process, sustain and build and enduring employment Governance framework.

The Ministry will be expected to update the NEP and harmonize it with the NES and put in place the LMIS to provide the overarching strategic direction for employment in the country. UBOS will be required to undertake labour force and other surveys. Furthermore, Government will need to galvanize development partners, to support the financial requirement for the roll-out of the National Labour-intensive Public Works Programme. Lastly, technical works to support LGs to generate employment sensitive interventions will remain essential during the design of the fourth NDP – whose process has begun. To achieve this various MDAs will be expected to own and drive the processes under their jurisdiction.

### Robustness of Project Exit or Sustainability Strategy

The project did not have an elaborate exit or sustainability. However, the project document clearly stated that after its lifespan, Government was to take the lead in ensuring sustainability of project results and ensuring optimal utility of the TA that would have been provided.

### Steps to Increase Prospects of Sustainability of Results

The following are the steps that need to be undertaken to increase the prospects of ensuring that the project results are sustained. These are presented along the intervention and respective result areas below

#### Intervention 1: Support to the development of the National Employment Strategy



It was prudent to put in place a National Employment Strategy (aligned to the NDP III) to guide interventions needed to operationalize the National Employment Policy (2011) that lacked one. However, this strategy by the end of the project had not yet been finalized. The process to develop the NES coincided with review of the National Employment Policy that is being supported by IOM Uganda. This necessitated that the new NES aligns to this process.

**Next Step:** MoGLSD ought to conclude the on-going technical processes to harmonize the current NES document with the revised NEP as it prepares for formal approvals within the Ministry and with Cabinet Secretariat.

### **Intervention 2: Provide technical assistance to UBOS in conducting the NLFS**

The project was successful in its provision of technical assistance which led to the production of the second national labour force survey report for Uganda- albeit delays in the process. Out of the survey, UBOS was also able to launch three thematic reports on: child labour; informal employment and on youth activities.

#### **Next steps:**

ILO and other development partners in the future should sustain its **capacity building interventions** for UBOS, MoGLSD labour unit and employment services staff as well as all labour officers. The focus should be on the provision of capacity building to provide the staff with the knowledge and tools to capture labour market indicators using the set standards. The trainings should capacitate UBOS to align their data collection tools, to ensure that labour market statistics is captured properly in all household survey and national housing and population Census.

What the NLFS has provided is largely, statistics on the supply side of labour. The desire remains to have annual labour force surveys that are nationally representative, measuring labour statistics from both the demand and supply side. There is therefore a need to strengthen the use of administrative data as part of stronger labour market statistical framework.

There is a need to UBOS to standardize some of the key aspects of labour statistics to international conventions to which it is signatory. While maintain sovereignty- some aspects e.g., link the definition of working population 14-64 or 65 and inclusion of retirement or post-64 population will remain fundamental in observance of international best practice.

### **Support for the promotion of the Labour Market Information System (LMIS)**

The project supported MGLSD to sustain progress to set up an LMIS. The focus should be building the staff on producing, using and interpreting labour market statistics.

**Next steps:** To sustain efforts to have the LMIS running it is recommended that MoGLSD continues to update the LMIS masterplan to incorporate the inputs from the workshop on LMIS migration data indicators. There is a need to finalize capacity building activities with key sectors to pave way for procuring and installation of hard and software for the system. While this project has supported the interim workshop and more are needed to complete training for MDAs in relevant departments on the system dummy files and eventually the Labour Market Information System itself.

### **Review and Validate the National Labour-Intensive Public Works Program**

The project was successful in validating the National Labour-Intensive Public Works Program's strategy Document. It also supported the process guiding five (5) selected districts (namely: Maddi-Okollo (in West

Nile), Budaka (eastern) Isingiro (western) and Ssembabule (central) to develop guidelines its integration into their districts' programming and budgeting frameworks.

**Next Steps:** By the end of this evaluation, it remained unclear which funding modality had been identified to finance its implementation. It is therefore recommended that the National Labour-Intensive Public Works Program should be fully mainstreamed into the MGLSD budget and planning processes as opposed to being domiciled under Expanding Social Protection so as to attract wider cast for funding under the mainstream ministry. In the interim, the document requires approval by National Planning Authority and Ministry Top Policy Management. Secondly, the districts that were selected to participate in its roll-out will require technical support to finalize the guidelines as well as funds to ensure implementation of the works.

### **Preparing, costing and mainstreaming medium strategies for employment-investments in district development plans**

This intervention was made when the NDP III had moved towards half way of its implementation. The whole idea of mainstreaming strategies late into the plan became a challenge. Overall, MoFPED and MGLSD did not share the same views about resource requirements for employment governance. Funds could not be released and this curtailed consultations that would have informed the process.

**Next Steps:** Plan to incorporate employment-sensitive indicators in district planning process as the NDP IV is now being prepared for implementation period FY 2025/26-2029/2030.

## SECTION III: CONCLUSIONS, RECOMMENDATIONS, LESSONS LEARNED AND BEST PRACTICES

### 3.1 CONCLUSIONS

This section highlights the conclusions from the project's implementation aligned to the evaluation criteria.

#### Relevance

By focusing on employment governance, the project was highly relevant to the needs of the country given the challenges related to lack of an action plan to implement a broader national employment policy that had been in place since April 2011. The project interventions were linked to the implementation of other activities by several government institutions through the EU financing agreement, in as much as whose delivery was not coherently coordinated. The project sought anchoring to the NDP III which enhanced the relevance to national level planning. There was limited national level consultations at design stage of the project – something that eventually limited its performance – albeit to a limited extent.

#### Coherence

The project was evaluated to have result areas and interventions coherent with the Decent Work Country Program –which was a government agenda on supporting employment governance. This was coherent with EU focus on supporting developing countries in strengthening their governance systems. This project contributed to the broader efforts aimed at meeting the Sustainable Development Goals Agenda **Goal 8** on promotion of productive employment and decent work for all and **Goal 10**: reducing inequalities within and among countries. Another important aspect on coherence was the project by working with MDAs (i.e., MGLSD, UBOS, NPA, MoFPED), and using local consultants enhanced lucidity exhibited by strengthened systems and structures of government – as opposed to using international consultants for the implementation of the project.

#### Effectiveness

The project helped in providing much needed labour force/ employment data generated by the NLFS. This data in turn helped information for the NES and the LMIS and is a national reference for other sectors and programs of the NDP III.

The project has been effective in producing a critical strategy on the labour-intensive public works program which has potential to create jobs in a rural and peri-urban setting. While public works was largely seen as a social protection intervention, from the national outlook it has potential to drive up employment and create spill overs to other productive sectors of the economy beyond simply vulnerability reduction.

The project was, however, not successful in building capacities for employment-sensitive public financial management tools for effective inter-governmental fiscal transfers. This process was not resourced and it is a long process – one that required prior engagement with LGs (at the bottom) as well as with NPA MoFPED and MoGLSD Technical processes. This process can still continue as NPA prepares Uganda's fourth National Development Plan.

#### Efficiency

There were delays in disbursement of funds to implementing partners mainly UBOS and MoFPED inasmuch this did not compromise the attainment of results but caused delays during implementation. Reforms within the operational memoranda of the National Authorizing Officer (NAO) i.e., MoFPED are key to transmission of funds expeditiously to implementing partners as opposed to their respective line ministries. An aspect within the PFM Act (2015) that could be looked into.

### **Impact**

Impact may not be definitive for a project that has been implemented for 2 years and half. Below are conclusions that would enhance the projects impact based on likelihood thereof impact from its implementation:

- i. UBOS data on NLFS will enhance a shared understanding of key labour market aspects and serve as a reference point for reforming Uganda's employment landscape.
- ii. There is high likelihood of greater impact of the LMIS in being a national point of reference for manpower survey and other planning frameworks.
- iii. The NLFS and other surveys will impact positively on planning and other processes to set up the LMIS and therefore should be harnessed. The NLFS will provide critical input into the revision of the National Employment Policy and conclusion of the National Employment Strategy and finalization of employment sensitive indicators for NDP IV – whose design is already underway; and
- iv. Labour Intensive public works program has potential to generate over 810,000 paid jobs per year – which would positively impact incomes and livelihoods in the rural and peri-urban areas.

### **Sustainability**

For sustainability, continued collaboration and increased support (financial, technical and infrastructural) towards UBOS will be required for undertaking labour force surveys. Government will need to galvanize development partners to support the roll-out of the National Labour-intensive public works program. Technical works to support LGs to generate employment sensitive interventions under NDP IV remains essential. For the immediate and long-term future Uganda will be much served by a fully functional LMIS.

Ultimately implementation of interventions to sustain the project results requires time and also commitment from Government. While ILO provides the capacity, Government must take ownership of the process since ILO can only work at the pace it sets

## 3.2 RECOMMENDATIONS

The evaluation presents the following recommendations per projects' intervention area as a result of findings and in many ways from lessons learned from its implementation:

**Results Area 1: Establishing pre-conditions for local government employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.**

**Intervention 1:** Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD).

| Recommendation   | To who | Level of Priority | Time Frame                | Level of Resources Required  |
|--|--------|-------------------|---------------------------|--|
| MoGLSD should conclude the ongoing technical processes to harmonize the current NES document with the revised NEP as it prepares for formal approvals within the Ministry and with Cabinet Secretariat | MoGLSD | High              | September – December 2023 | Low – this is a procedural process within Government policy formulation system |

**Intervention 2:** Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS).

| Recommendation  | To who | Level of Priority | Time Frame   | Level of Resources Required   |
|---|--------|-------------------|--|---|
| ILO and development partners should sustain its capacity building interventions for UBOS, MoGLSD labour unit and employment services staff as well as all labour officers to capture labour market indicators using the set standards | UBOS   | High              | During the period 2023/24-2025/2026 as UBOS plans a successor NLFS | Medium – this will require a collaborative process between ILO and other development partners with UBOS through the Ministry of Finance Planning and Economic Development |

**Intervention 3:** Support the promotion of labour market information system (LMIS).

| Recommendation  | To who                                       | Level of Priority | Time Frame  | Level of Resources Required   |
|---|--|-------------------|---|---|
| Complete the outstanding technical workshops for MDA staff in relevant departments on the system dummy files and eventually the Labour Market Information System itself | MoGLSD, EU and ILO as well as other partners | High              | 2023/24-2025/2026 as MoGLSD plans a roll out the LMIS | High – Two technical workshops need to be urgently conducted for staff with MDAs who may not have this budget |

**Result Area 2: Strengthening capacities at national and local government levels in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform.**

**Intervention 1:** Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level.

| Recommendation | To who | Level of Priority | Time Frame | Level of Resources Required |
|----------------|--------|-------------------|------------|-----------------------------|
|----------------|--------|-------------------|------------|-----------------------------|

|   |                      |      |  |   |
|---|----------------------|------|--|---|
| NPA should work with Ministry of Local Government and districts to ensure that employment sensitive indicators are designed and mainstreamed into district plans during the preparation of the NDP IV which begins in the FY 2024/25. | MoLG, NPA and MoFPED | High | 2023/24 and 2024/25 as NPA drafts the NDP IV | Medium – this is a procedural process within NPA planning systems but could do with development partner support |
|---|----------------------|------|--|---|

**Intervention 2:** Preparing, costing, and mainstreaming medium term strategies for employment-intensive investments in District Development Plans

| Recommendation  | To who | Level of Priority | Time Frame   | Level of Resources Required  |
|---|--------|-------------------|--|--|
| Fully mainstream the National Labour-Intensive Public Works Program into the MGLSD budget and planning processes in order to attract funding under the mainstream ministry budget | MoGLSD | High              | September – December 2023 in line with ministerial budget statement for the FY 2024/25 | High – The roll out of the program is in an urgent need of national budget allocation as well as support from development partners |

### 3.3 LESSONS LEARNED AND GOOD PRACTICES

#### Lessons Learned 1

Bringing together key actors right at the start of the project (especially social partners who were members of the NEC) made it easy to achieve ownership and right needs articulation making the project interventions relevant to the problem contextualization at a particular time.

#### Lessons Learned 2

Building a framework upon which Government can do more in the future is as important as generation of outputs in the present.

With this approach Government will be able to make an extra step on the employment agenda and complete by filling the gaps in the employment governance framework that remain outstanding (mainly concluding the NES, LMIS, enhancing the role of UBOS, NDP IV planning and rolling out the National Labour-Intensive Public Works Programme)

#### Lessons Learned 3

The NLFS has provided data- that will serve as a critical point of reference for MDAs in the years ahead. With the processes going on with LMIS, NES, employment sensitive indicators for districts – having current data is a key facilitator of various other processes that were dependent on it to succeed.

#### Good Practices 1

Cognizant that employment governance is a gradual process that cannot be achieved at one time – building blocks towards an enduring governance framework is imperative – but concentrating on fill gaps and building capacity where it lacks.

#### Good Practices 2

ILO through this project sought to utilize and build national capacity rather than relying on external international experts and consultants. This has generated a high likelihood that the core interventions will be sustained (as a result of the built capacity) after the project's lifespan.

## ANNEXES

### Annex 1: Terms of Reference

#### 1. Background information

Uganda registered impressive economic growth over the past two decades. GDP grew at an average rate of 6.8 per cent between 1992/93 and 2016/17, but far above the employment growth rate of 2.7 per cent over the same period. Contrary to the conventional wisdom that sustained economic growth stimulates job creation, thus reducing unemployment, Uganda's economic growth rates have not translated into job growth, particularly decent and productive ones. Of the estimated 700,000 individuals who enter the job market annually, only 238,000 (34 per cent) are absorbed (NPA, 2020).

Uganda's population is estimated to have increased from 37.3 million in 2016/17 to 42.9 million in 2021. In this regard, the working-age population (14-64 years) also increased from 20.2 million to 23.5 million over the same period. About 3.3 million Ugandans joined the labour force over five years. Relatedly, the number of employed people in Uganda's subsequently increased from 8.97 million to million, showing that about 1.03 million jobs were created over the five years against the 3.3 million who had joined the labour market.

In addition, the labour force participation rates have gradually declined, irrespective of gender but are much worse among females. Further, the participation rate of the youth also declined in 2021. Equally, the National Labour Force Survey (2021) shows a dramatic increase in child labour. This is compounded by a higher level of working poverty and informality, characterized by low-quality jobs with stagnant wages. These labour market challenges adversely affect youth, much worse for females than their counterparts. The Government of Uganda recognized these challenges and implications of jobless growth and initiated several initiatives to promote job-rich inclusive growth.

#### 1.1 Description of the Project

The "Enhanced Impact of Public Financial Management at National and Sub-national Employment Governance" is a two and half-year (Jan 2021 – June 2023) project funded by the European Union Delegation in Uganda. The project is implemented by the International Labour Organization (ILO) in partnership with several government institutions, i.e., the Ministry of Gender, Labour and Social Development, Uganda Bureau of Statistics and members of the National Employment Council (NEC).

The overall objective of the project is **to enhance gender-responsive public financial management outcomes for national and sub-national employment governance**. This project has been designed and is implemented as part of the fiscal decentralization and service delivery agreement between the government of Uganda and the European Union. The project has two mutually reinforcing result areas in which different actions have been prioritized:

**Result Area 1:** Establishing pre-conditions for local government (LG) employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.

The following interventions were identified to be supported under the two result areas:

**Project's Result 1: Establishing pre-conditions for local government employment governance which is expected to result in equitable allocation of funds for sub-national service delivery.**



**Intervention 1:** Support the development of the National Employment Strategy (NES) in partnership with the Ministry of Gender, Labour and Social Development (MGLSD).

**Intervention 2:** Provide technical assistance to Uganda Bureau of Statistics (UBOS) in conducting the National Labour Force Survey (NLFS).

**Intervention 3:** Support the promotion of labour market information system (LMIS).

**Result Area 2: Strengthening capacities at national and local government levels** in the implementation of employment-sensitive public financial management tools for effective inter-governmental fiscal transfer reform.

The project aims to provide technical advice on the following two interventions:

**Intervention 1:** Preparing and disseminating tools for mainstreaming employment in public financial management at sub-national level.

**Intervention 2:** Preparing, costing, and mainstreaming medium term strategies for employment-intensive investments in District Development Plans.

### **Project management Institutional Framework**

The project is administered by a project team that operates within the ILO Country Office in Dar es Salaam which comprises of one internationally recruited labour economist responsible for the administrative, operational, and technical supervision and implementation of the project interventions. Further, the project recruited a national project coordinator (NPC), finance and administration assistant (FAA) and a driver.

Moreover, the project is backstopped by Decent Work Team (DWT), particularly employment specialists in Dar es Salaam and Pretoria and labour statistician in Pretoria. Equally, the project established a Technical Working Group (TWG) in UBOS and Ministry of Gender, Labour and Social Development (MGLSD) which are chaired by Directors in respective institutions. The purpose of TWGs is to coordinate and oversee the project delivery, identify and address risks, and mobilize other stakeholders. Relatedly, the project team closely works with Uganda's National Employment Council (NEC) which includes tripartite structures mandated to oversee the National Employment Strategy (NES) formulation process. Finally, the project provides continuous updates and briefing, on ad hoc basis, to the EU's responsible manager. In the area of data and statistics, the project works closely with the MGLSD as well as the Uganda Bureau of Statistics (UBOS).

## **1.2 Stakeholders and beneficiaries**

The project has been closely working with the Ministry of Gender, Labour and Social Development (MoGLSD) on the formulation of the National Employment Strategy (NES) and Employment-intensive Investment program. Uganda Bureau of Statistics (UBOS) was responsible for the implementation of the National Labour Force Survey and the thematic reports. Equally, the project has closely worked with the MoGLSD and UBOS in promoting the labour market information system.

In addition, the project has been closely working with the members of National Employment Council (NEC), particularly the Ministry of Finance, Planning and Economic Development and National Planning Authority. Social partners were equally involved in the implementation of the various activities of the project as part of the NEC members. Finally, the project collaborated with Economic Policy and Research Centre (EPRC) as consultants during the national employment strategy formulation process. The major achievements of the project, by April 2023, will be the following:

**Outcome 1: Preconditions for local government (LG) employment governance established and these included:**

i. The analysis, quality assurance and the dissemination of the National Labour Force Survey Report.

- ii. The analysis, quality assurance and the dissemination of labour force survey thematic reports.
- iii. Formulation and validation of a National Employment Strategy
- iv. Improved capacity of UBOS's labour and social department section on labour market statistics.
- v. The formulation of the LMIS master-plan

**Outcome 2: Employment and labour working sector group have strengthened capacities conducive to the implementation of the inter-governmental fiscal transfer reform.**

- i. The review and validation of a National Employment-intensive Investment Program/Strategy
- ii. The formulation and validation of employment-intensive training guideline.
- iii. Analysis of employment spending in public expenditure at national and sub-national levels.

## **2. Purpose, objectives, and scope of the evaluation**

ILO considers evaluation as an integral part of the implementation of development cooperation activities. The evaluation in the ILO is for the purpose of accountability, learning, planning, implementation improvement and building knowledge.

The project evaluation will follow the ILO Policy on Evaluation for Technical Cooperation projects and the Development Cooperation Internal Governance Manual. A project of this nature with a budget of more than US\$ 1 million requires a mid-term internal evaluation and a final independent evaluation. The mid-term evaluation was conducted in August 2022 and will be available for the final evaluation. This final evaluation is managed by an evaluation manager not linked with the project and overseen by ILO/EVAL and conducted by independent evaluation consultants.

This evaluation will follow the ILO policy guidelines for results-based evaluations and the ILO Policy Guidelines Checklists, particularly the Checklist 4.2: "Preparing the evaluation report, the Checklist 4.8: "Writing the inception report"<sup>3</sup> and the Checklist 4.4 "Preparing the evaluation report summary. The evaluation will be conducted in the context of criteria and approaches for international development assistance as established by the OECD/DAC Evaluation Quality Standard, the UNEG Code of Conduct for Evaluation in the UN System.

The specific objectives of the final evaluations are:

- i. Asses the relevance of the project strategy and outcomes related to the UNSCDF, SDGs indicators DWCP, NDP III and national policies.
- ii. Assess the extent to which the project has achieved the expected results and objectives and which are the factors that supported or hindered the achievements of the project.
- iii. Identify unexpected positive and negative results of the project
- iv. Assess the extent to which the project outcomes will be sustainable;
- v. Identify lessons learned and potential good practices, especially regarding models of interventions that can be applied further;
- vi. Provide recommendations to project stakeholders to promote sustainability and support further development of the project outcomes for this and similar projects and interventions.

## **3. Scope of the Evaluation**

### **3.1 Duration**

This final evaluation will cover the entire period of the project implementation: from Jan 2021 to June 2023. The evaluation will cover all the planned and unplanned outputs and outcomes under the project. The evaluation will ensure that ILO's cross-cutting themes -gender equality and non-discrimination (e.g., people with disabilities),

social dialogue, international labour standards and fair transition to environmental issues – are taken into consideration as per the EVAL guidance note n° 4 and Guidance Note n° 7 to ensure stakeholder participation.

### 3.2 Utility of the evaluation results

The main blocks of the key primary users of the evaluation are:

- i. Government of Uganda institutions, particularly the Ministry of Gender, Labour and Social Development and Uganda Bureau of Statistics.
- ii. ILO constituent' organizations particularly Central Organization of Trade Unions (COFTU), National Organization of Trade Unions (NOTU) and Federation of Uganda Employers (FUE)
- iii. ILO field units: CO-Dar, DWT- Pretoria, Regional Office for Africa, ILO HQ Units- Employment, and ITCILO
- iv. Donor: EU

The knowledge generated by this evaluation will benefit other stakeholders that may not be directly targeted by the project's intervention such as: key government institutions, civil society organizations, other donors, UN agencies, international organizations that work in relevant fields, and other units within the ILO.

### 3.3 Evaluation Criteria

The evaluation will cover the following evaluation criteria (in line with the DAC criteria, UNEG guidelines and ILO evaluation policy guidelines):

- vii. Relevance and strategic fit;
- viii. Coherence;
- ix. Effectiveness of project implementation and management arrangements;
- x. Efficiency of resource use;
- xi. Sustainability;
- xii. Impact orientation.

### 3.4 Key Evaluation Questions

The evaluation questions followed OECD-DAC evaluation criteria and were intended to guide and facilitate the evaluation. Other aspects can be added as identified by the evaluator(s) in accordance with the given purpose and in consultation with the evaluation manager. Any fundamental changes to the evaluation criteria and questions should be agreed between the evaluation manager and the evaluator and reflected in the inception report. The following crosscutting themes were integrated in the evaluation questions as necessary during the inception phase: gender equality and non-discrimination -e.g., people with disabilities; social dialogue; international labour standards and fair transition to environmental issues

## 4. Methodology

The independent final evaluation will comply with evaluation norms and standards and follow ethical safeguards, all as specified in ILO's evaluation procedures. The ILO adheres to the United Nations Evaluation Group (UNEG) evaluation norms and standards as well as to the OECD/DAC. Various types of information will be collected and triangulated during the evaluation, using among others, the following techniques:

- i. **Document Review:** The evaluator will review all relevant documents, including (but not limited to) the documents outlined in Annex 1. The document review may suggest a number of preliminary findings that could be useful in reviewing or fine-tuning the evaluation questions, which should be reflected in the inception report.

- ii. **In-depth interviews with project implementors:** The evaluator will conduct interviews with the project staff. The evaluator will also conduct interviews with those that the project has worked with, including staff at the ILO in headquarters and backstopping units, the donor, as well as the implementing partner.
- iii. **In-depth interviews with tripartite constituents and key stakeholders:** The evaluator will conduct physical interviews with the national key partners of the project. An indicative list of persons to be interviewed will be prepared by the Project in consultation with the evaluation manager and evaluator(s).

## 5. Main deliverables

The main outputs to be delivered by the evaluator(s) are:

- i. **Inception report:** The inception report should be developed upon the review of available documents and initial interviews with the project implementers.
- ii. **Presentation of preliminary findings and recommendations:** The presentation of the preliminary findings will be shared with the key stakeholders after data collection is completed. The evaluator will set the agenda for the meeting.
- iii. **First draft of the evaluation report:** The report will follow the structure answering the questions related to the evaluation criteria.

## Annex 2: Evaluation Matrix

| Evaluation Questions  | Indicator  | Sources of Data   | Method   |
|---|--|---|--|
| <b>1 Relevance and strategic fit</b>  |  |   |  |
| 1.1) • To what extent are project objectives and interventions relevant to the needs and priorities of government (Government objectives, National Development Frameworks), and other local stakeholders?   | National stakeholders incl. beneficiaries report that needs are met.   | Project documents and informants                        | Desk review, FDGs and semi-structured interviews with key informants (constituents, beneficiaries, ILO CO and donor) |
| 1.2) • To what extent has the project fit in with the draft Decent Work Country Programme (DWCP), ILO Country Programme Outcomes (CPOs), UN Strategic Development Framework (UNSDF) and SDGs?   | National stakeholders report that the project contribute to meeting the national goals and targets.  | National stakeholders and social partners statements    | Semi-structured interviews with stakeholders   |
| 1.3) • Has the project addressed the cross-cutting themes (gender equality and non-discrimination -e.g. people with disabilities-, social dialogue, international labour standards and fair transition to environmental issues in the project document? | Vulnerable groups are among beneficiaries and social partners participate actively in project implementation. Decent employment and working conditions are in place. Project participants are aware of environmental concerns. | ILO officials, constituents, NGOs and project documents | Desk review and semi-structured interviews with ILO officials and constituents and NGOs.                             |

|   |  |   |  |
|---|--|---|--|
| 1.4) To what level the ILO social partners have participated in the planning and implementation of the project?   | The social partners feel an ownership to the project                           | DCPRs, Project Document, constituents and ILO Specialists (ACTEMP/ACTRAV)                                   | Desk review and semi-structured interviews with constituents and ILO Specialists |
| <b>2. Coherence (internal and external)</b>   |  |   |  |
| 2.1) • Was the project - implicit or explicit- theory of change valid and realistic? Has the theory of change adequately integrated effectively external positive and negative factors (risks and assumptions)? | The ToC is used actively in the management of the project                      | Project documents and project team  | Desk review and semi-structured group interview with project team members        |
| 2.2) Has the project complemented other government, UN, NGOs, etc intervention in the project themes?   | Synergies established with other interventions                                 | Minutes and documents from ILO and UN coordination. Experts from UN agencies and development organizations. | Desk review and semi-structured interviews with BDA                              |
| 2.3) To what extent did the project build on the comparative advantage of the ILO in the field  | Involvement of ILO constituents in creation of decent employment opportunities | Project documents, partners and ILO officials and constituents  | Desk review<br>Semi-structured interviews.                                       |
| <b>3. Effectiveness of project implementation and management arrangements</b>   |  |   |  |

|   |  |  |  |
|---|--|--|--|
| 3.1) • To what extent has the project achieved its outcomes at national and sub-national levels                                       | Level of documented results and delivery of expected Outputs                 | DCPRs                                      | Desk review  |
| 3.2) Have unexpected positive and negative results took place?  | Level of achievement of Objectives   | Key informants and DCPRs                   | Desk review and semi-structured interviews with key informants (project team, constituents, donor and ILO officials) |
| 3.3) What were the main internal and external factors that influenced the achievement or non-achievement of results?                  | Level of achievement of Objectives   | CDPRs, Project Document and key informants | Desk review and semi-structured interviews with constituents and ILO Staff   |
| 3.4) To what extent the project partnership arrangements contributed to the achievement of the stated objective and expected results? | Level of delivery of Outputs showing effectiveness in project implementation | CDPRs and project team                     | Desk review and semi-structured interviews   |
| <b>4 Efficiency of resource use</b>   |  |  |  |

|   |  |   |   |
|---|--|---|---|
| <p>4.1) How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives?</p> <p>Have been the available technical and financial resources adequate to fulfil the project plans? If not, what other kind of resources may have been required?</p> | <p>Activities implemented in accordance with workplan and budget</p>             | <p>DCPRs incl. financial reports and financial and administrative staff</p> | <p>Desk review and interview with CO staff</p>  |
| <p>4.2) Did the management and governance arrangement of the project contribute to facilitate the project implementation?</p> <p>Has the project received adequate administrative, technical and - if needed - policy support from the ILO office and specialists in the field</p>  | <p>Timely implementation of project activities</p>                               | <p>DCPRs</p>  | <p>Desk review</p>  |
| <p>4.3) Has the project put in place adequate monitoring and evaluation arrangements to support project achievement of results?</p>   | <p>Follow up project implementation and level of involvement of stakeholders</p> | <p>Relevant stakeholders</p>  | <p>Desk review and interviews with relevant stakeholders (directly involved governmental institutions and private companies</p> |
| <p><b>5 Impact orientation</b></p>  |  |   |   |



|   |   |   |   |
|---|---|---|---|
| 5.1) • Are the achieved results integrated or likely to be integrated into national institutions, and will the partners be able to sustain them beyond the project (institutionalisation of project components)?  | Integretion of results into national institution framework                          | Constituents and other agencies                     | Semi-structured interviews with constituents and government officials |
| 5.2) Has the project contributed towards changing the capacity, attitudes and practices of its stakeholders?  | Capacity building for stakeholders  | Stakeholders  | Interviews with stakeholders  |
| <b>6 Sustainability</b>   |   |   |   |
| 6.1) To what extent the project outcomes are sustainable, what are the steps that have been taken to enhance it?  | Exit strategy and level of involvement of local, regional and national stakeholders | DCPRs and local, regional and national stakeholders | Desk review and semi-structured interviews with stakeholders          |
| <p>What measures and actions have been put in place to ensure ownership at local regional and national level?</p> <p>Has the project implemented an exit strategy, within the overall delivery, to sustain the results?</p> <p>What is the likelihood that interventions could be replicated or scaled up by the partners after the projects close?</p> | <p>Ownership of the project by stakeholders</p> <p>Exit strategy</p>                | DCPRs and local, regional and national stakeholders | Desk review and semi-structured interviews with stakeholders          |
| 6.2) long term, sustainable positive contribution to the SDG and relevant targets (explicitly or implicitly)?   | Contribution to SDGs  | DCPRs and local, regional and national stakeholders | Desk review and semi-structured interviews with stakeholders          |

## Annex 3

## Evaluation Respondents

| Organization   | Name                  | Position                               |
|--|-----------------------|--|
| Ministry of Gender, Labour, and Social Development     | Mr. Martin Wandera    | Director, Employment, Labour and OSH   |
| Ministry of Gender, Labour, and Social Development     | Mr. Isaiah Masiga     | Principle Officer, Employment Services |
| Uganda Bureau of Statistics                            | Hellen Laticia        | Director, Social and Labour Statistics |
| Uganda Bureau of Statistics                            | Sharon Apio           | Senior Statistician                    |
| European Union   | Mr. Tarik Kubach      | Programme Officer                      |
| National Planning Authority (NPA)                      | Dr Dickson Malunda    | Senior Planner                         |
| National Planning Authority (NPA)                      | Dr Kurayish Ssebulime | Head Labour and Employment Planning    |
| Economic Policy and Research Centre (EPRC)             | Dr Madina Guloba      | Senior Researcher                      |
| Economic Policy and Research Centre (EPRC)             | Elizebeth Aliro       | Research                               |
| Expanding Social Protection MGLSD                      | Beatrice Okillan      | Senior Officer, Social Protection      |
| Expanding Social Protection MGLSD                      | Zephaniah Ogen        | Focal Point                            |
| Federation of Uganda Employers                         | Douglas Opio          | Executive Director                     |
| Ministry of Finance, Planning and Economic Development | Richard Jabo          | Economist                              |
| ILO -DWT   | Maria Payet           | Senior Labour Statistician             |
| ILO -DWT   | Asfaw Kidanu          | Senior EIIP Specialist                 |
| CO-Dar   | Jealous Chirove       | Employment Specialist                  |
| CO-Dar   | Abdelmalik Muhammed   | Labour Economist/Project Manager       |
| CO-Kampala   | Joana Amyera          | National Projects Coordinator          |

## Annex 4 References

- UBOS (2021) & ILO Concept Note: Technical support towards capacity building and production of National labour-force survey (NLFS 2021) Report and Associated Modules in Uganda
- MGLSD (2021) Employment Governance Framework for the National Employment Strategy, Kampala Uganda
- ILO & GoU (2021) Memorandum of Understanding between GoU and the ILO on the implementation of the Labour Management Information System Statistics Project Framework
- ILO (2021) Annual Progress Report: Enhanced Impact of Public Financial Management on National and Sub-national Employment Governance Project, Kampala Uganda
- ILO (2021) Project Work-plan Enhanced Impact of Public Financial Management on National and Sub-national Employment Governance Project, Kampala Uganda
- ILO (2022) Terms of Reference: Labour Market Analyst: Technical support towards the analysis review and drafting of the national labour force survey report and associated modules for Uganda
- ILO (2021) Terms of Reference: Consultant to develop the national employment strategy (NES) for Uganda
- ILO (2021) Terms of Reference: Technical Drafting Committee for the National Employment Strategy for Uganda
- EPRC (2021) Inception Report: Developing the National Employment Strategy for Uganda, Kampala Uganda
- ILO (2022) Final Mid-term Evaluation Report: Enhanced Impact of Public Financial Management on National and Sub-national Employment Governance Project, Kampala Uganda
- ILO (2020) Concept Note: Enhanced Impact of Public Financial Management on National and Sub-national Employment Governance Project, Kampala Uganda



## Template 4.1: Lessons Learned

### Project Title: Enhanced Impact of Public Financial Management at National and sub-national Employment Governance Project in Uganda

Project DC/SYMBOL: UGA/20/01/EUR

Name of Evaluator: Drake Rukundo

Date: 31 August 2023

The following lessons learned have been identified during the course of the evaluation. Further text can be found in the full evaluation report.

| LESSON LEARNED 1   |   |
|--|---|
| <b>Brief description of lessons learned</b><br>(Link to specific action or task) | Bringing together key actors right at the start of the project (especially social partners who were members of the NEC) made it easy to achieve ownership and right needs articulation making the project interventions relevant to the problem contextualization at a particular time.   |
| <b>Context and any related preconditions</b>                                     | Key actors participated to the design and implementation of the project   |
| <b>Targeted users /Beneficiaries</b>   | The lesson learned target ILO and constituents  |
| <b>Challenges /negative lessons -Causal factors</b>                              | Most processes within Government are heavily dependent on development partner support. While entities like UBOS are able to mobilize resources and conduct a survey, this may not be possible for other entities.   |
| <b>Success / Positive Issues -Causal factors</b>                                 | Constituents are more involve in the implementation of this project, and ensure its sustainability  |
| <b>ILO Administrative Issues</b> (staff, resources, design, implementation)      | The effort to ensure that these lessons learned permeate into the later on stages of implementation by various stakeholders will require a sustained engagement between the ILO Country office in Kampala with the relevant MDAs- on an issue-by-issue basis. This can be backstopped by HQ depending on the magnitude of the issue to be tackled |

| LESSON LEARNED 2   |  |
|--|--|
| <b>Brief description of lessons learned</b><br>(Link to specific action or task) | Building a framework upon which Government can do more in the future is as important as generation of outputs in the present. With this approach Government will be able to make an extra step on the employment agenda and complete by filling the gaps in the employment governance framework that remain outstanding (mainly concluding the NES, LMIS, enhancing the role of UBOS, NDP IV |

| <b>LESSON LEARNED 2</b>   |  |
|---|--|
|   | planning and rolling out the National Labour-Intensive Public Works Programme)   |
| <b>Context and any related preconditions</b>                                | The strengthening of the employment governance framework comes at a time when Government is preparing the fourth NDP. The key outputs, lessons learned could provide contextual background to this process.  |
| <b>Targeted users /Beneficiaries</b>  | The lesson learned target the follow beneficiaries as follows:<br>a) <u>National Planning Authority (NPA)</u> – during design of NDP IV<br>b) <u>UBOS</u> – which will utilize data from the survey to inform other processes<br>c) <u>MoGLSD</u> –to establish a labour market information system<br>d) <u>MoFPED and MoLG</u> to work on employment-sensitive indicators for incorporation into development plans for districts under NDP IV |
| <b>Challenges /negative lessons -Causal factors</b>                         | Some aspects within the financing systems that delayed transmission of funds from MoLG to UBOS – for instance require legal reforms within the PFM Act that take long to be undertaken;  |
| <b>Success / Positive Issues -Causal factors</b>                            | The work on the employment governance is under one entity (MoGLSD) with whom ILO has had long-standing collaboration. Since matters of labour are inter-twinned it should be easy to link them towards shaping a stronger employment governance over the next few years.   |
| <b>ILO Administrative Issues</b> (staff, resources, design, implementation) | The effort to ensure that these lessons learned permeate into the later on stages of implementation by various stakeholders will require a sustained engagement between the ILO Country office in Kampala with the relevant MDAs- on an issue-by-issue basis. This can be backstopped by HQ depending on the magnitude of the issue to be tackled  |

| <b>LESSON LEARNED ELEMENT</b>  | <b>DESCRIPTIVE TEXT</b>   |
|--|---|
| <b>Brief description of lessons learned</b><br>(Link to specific action or task) | The NLFS has provided data- that will serve as a critical point of reference for MDAs in the years ahead. With the processes going on with LMIS, NES, employment sensitive indicators for districts – having current data is a key facilitator of various other processes that were dependent on it to succeed.   |
| <b>Context and any related preconditions</b>                                     | The strengthening of the employment governance framework comes at a time when Government is preparing the fourth NDP. The key outputs, lessons learned could provide contextual background to this process.   |
| <b>Targeted users /Beneficiaries</b>   | <u>MoFPED and MoLG</u> to work on employment-sensitive indicators for incorporation into development plans for districts under NDP IV   |
| <b>Challenges /negative lessons -Causal factors</b>                              | The evaluation noted three challenges that could impede the realization of application of lessons learned from the project's implementation:<br>Government has pressing priorities inasmuch as employment is high on the development agenda. It may not be possible to roll-out a highly resource intensive program (for instance the National Labour-Intensive |

| LESSON LEARNED ELEMENT  | DESCRIPTIVE TEXT  |
|---|---|
|   | Public Works Program in the short term).  |
| <b>Success / Positive Issues -Causal factors</b>                            | The work on the employment governance is under one entity (MoGLSD) with whom ILO has had long-standing collaboration. Since matters of labour are inter-twinned it should be easy to link them towards shaping a stronger employment governance over the next few years.  |
| <b>ILO Administrative Issues</b> (staff, resources, design, implementation) | The effort to ensure that these lessons learned permeate into the later on stages of implementation by various stakeholders will require a sustained engagement between the ILO Country office in Kampala with the relevant MDAs- on an issue-by-issue basis. This can be backstopped by HQ depending on the magnitude of the issue to be tackled |



International  
Labour  
Organization

Evaluation Office



## Template 4.2: Emerging good practices

**Project Title: Enhanced Impact of Public Financial Management at National and sub-national Employment Governance Project in Uganda >**

**Project DC/SYMBOL: UGA/20/01/EUR**

**Name of Evaluator: Drake Rukundo**

**Date: 31 August 2023**

| GOOD PRACTICE ELEMENT   | DESCRIPTIVE TEXT   |
|---|--|
| <b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.) | Cognizant that employment governance is a gradual process that cannot be achieved at one time – building blocks towards an enduring governance framework is imperative – but concentrating on fill gaps and building capacity where it lacks   |
| <b>Relevant conditions and Context:</b> limitations or advice in terms of applicability and replicability           | The above best practices come at a point when Government is putting in place a revised policy on employment – a process that will benefit and apply outputs of the project mainly the NES Draft Report and the National Labour Force Survey (2021/22).   |
| <b>Establish a clear cause-effect relationship</b>  | Employment governance relies heavily on robustness of labour data and its management systems. By investing in the support towards the generation of current labour statistics provided by the (National Labour Force Survey 2021/22) the project was able to generate a positive causal-relationship that linked the data from the survey to needs of the NES, the LMIS and in part the national Strategy for Labour intensive Public Works Program. |
| <b>Indicate measurable impact and targeted beneficiaries</b>  | The best practices will have intermediate impact on the following beneficiaries:<br>a) <u>National Planning Authority (NPA)</u> – which is instrumental in making input into the national manpower survey<br>b) <u>UBOS</u> – which will utilize data from the survey to inform other  |

| GOOD PRACTICE ELEMENT  | DESCRIPTIVE TEXT   |
|--|--|
|  | <p>processes leading up to the National Housing and Population Census 2023</p> <p>c) <u>MoGLSD</u> – which will use the capacity built under the project to proceed with finalization of steps to establish a labour market information system</p> <p>d) <u>MoFPED and MoLG</u> which together will use the impetus from this project to ensure that under NDP IV there are employment-sensitive indicators for incorporation into the national development plan</p> |
| <b>Potential for replication and by whom</b>   | UBOS from this project will be able to utilize the capacity built in conducting similar labour force surveys in the future. Technical assistance will still be required for MDAs on other aspects of the employment governance framework in years ahead  |
| <b>Upward links to higher ILO Goals</b> (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework) | Uganda's Employment Governance Framework will be much strengthened by the outputs of the project through the use of current labour statistics, technical capacity built for staff from various MDAs on LMIS as well as establishment of a National Employment Strategy. This is in line with ILO's Strategic Program Framework and the Decent Work Agenda for developing countries   |
| <b>Other documents or relevant comments</b>  | None   |

| GOOD PRACTICE ELEMENT   | DESCRIPTIVE TEXT   |
|---|--|
| <b>Brief summary of the good practice</b> (link to project goal or specific deliverable, background, purpose, etc.) | <p>Cognizant that employment governance is a gradual process that cannot be achieved at one time – building blocks towards an enduring governance framework is imperative – but concentrating on fill gaps and building capacity where it lacks</p> <p>ILO through this project sought to <b><u>utilize and build national capacity</u></b> rather than relying on external international experts and consultants. This has generated a high likelihood that the core interventions will be sustained (as a result of the built capacity) after the project's lifespan</p> |
| <b>Relevant conditions and Context:</b> limitations or advice in terms of applicability and replicability           | The above best practices come at a point when Government is putting in place a revised policy on employment – a process that will benefit and apply outputs of the project mainly the NES Draft Report and the National Labour Force Survey (2021/22).   |
| <b>Establish a clear cause-effect relationship</b>  | Employment governance relies heavily on robustness of labour data and its management systems. By investing in the support towards the generation of current labour statistics provided by the (National Labour Force Survey 2021/22) the project was able to generate a positive causal-relationship that linked the data from the survey to needs of the NES, the LMIS and in part the national Strategy for Labour intensive Public Works Program.   |

| GOOD PRACTICE ELEMENT  | DESCRIPTIVE TEXT  |
|--|---|
| <b>Indicate measurable impact and targeted beneficiaries</b>   | <p>The best practices will have intermediate impact on the following beneficiaries:</p> <ul style="list-style-type: none"> <li>e) <u>National Planning Authority (NPA)</u> – which is instrumental in making input into the national manpower survey</li> <li>f) <u>UBOS</u> – which will utilize data from the survey to inform other processes leading up to the National Housing and Population Census 2023</li> <li>g) <u>MoGLSD</u> – which will use the capacity built under the project to proceed with finalization of steps to establish a labour market information system</li> <li>h) <u>MoFPED and MoLG</u> which together will use the impetus from this project to ensure that under NDP IV there are employment-sensitive indicators for incorporation into the national development plan</li> </ul> |
| <b>Potential for replication and by whom</b>   | <p>UBOS from this project will be able to utilize the capacity built in conducting similar labour force surveys in the future. Technical assistance will still be required for MDAs on other aspects of the employment governance framework in years ahead</p>  |
| <b>Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)</b> | <p>Uganda's Employment Governance Framework will be much strengthened by the outputs of the project through the use of current labour statistics, technical capacity built for staff from various MDAs on LMIS as well as establishment of a National Employment Strategy. This is in line with ILO's Strategic Program Framework and the Decent Work Agenda for developing countries</p>   |
| <b>Other documents or relevant comments</b>  | <p>None</p>   |