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**MINISTRY OF GENDER, LABOUR AND SOCIAL DEVELOPMENT**

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**EMPLOYMENT GOVERNANCE  
FRAMEWORK FOR THE NATIONAL  
EMPLOYMENT STRATEGY**

**29<sup>TH</sup> SEPTEMBER, 2021**



## FOREWORD

Hardly a day goes by without being confronted by the dire impact of the unemployment challenge on Ugandan lives, particularly the working poor, youth and women. A debate has been underway for quite some time between the Government of Uganda and social partners on how to stimulate job growth—decent and productive employment—as means to effectively transform the social and economic wellbeing of Ugandan families and citizens. While securing employment opportunities is Uganda’s most widespread need, effective employment governance is critical to any effort aimed at facilitating the realization of national employment objectives as set out in the National Development Plan (NDP) III as well as the National Employment Strategy (NES).

As the strategic governance instrument, this Employment Governance Framework (EGF) has been drafted to provide strategic and policy-level guidance as well as effective oversight of the design and delivery of the NES’ reform priorities and interventions. The EGF also defines the structures and associated processes for operationalizing and strengthening integrated whole-of-government coordination framework. In practice, the EGF outlines the concerned institutions, articulating their respective roles and responsibilities while, equally, defining new ways of coordinating decisions related to employment creation. Accordingly, the employment governance framework provides a new way for driving concerted efforts towards designing and implementing strategies for job growth in the country.

The Employment Governance Framework was drafted as part of the implementation of “Fiscal Decentralization and Service Delivery Programme Agreement” which, led by the Ministry of Gender, Labour and Social Development, strives to establish pre-conditions for national and sub-national employment governance. The formulation process engaged and benefited significantly from the contribution of all relevant stakeholders including members of the National Employment Council (NEC).

It is, therefore, my pleasure to present to you this Employment Governance Framework which has been endorsed by the NEC. I am very confident that this framework will provide a clear direction towards the implementation of Uganda’s National Employment Strategy and will enhance the government’s efforts towards job creation and the promotion of decent and productive employment for all as enshrined in both the SDGs and the National Development (NFP) III.

I would like to recognize and express my appreciation for the great contribution of all stakeholders who committed their time, energy and effort to produce this employment governance framework. We particularly extend our special appreciation: to the all members of the National Employment Council for supporting this effort under difficult circumstances; to ILO and EPRC for providing extensive technical expertise and guidance; and to the EU for granting the necessary financial support.

For God and my Country

James Ebitu

For: Permanent Secretary

Ministry of Gender, Labour and Social Development





## ACKNOWLEDGEMENT

Through the Ministry of Gender, Labour and Social Development, the Government of Uganda acknowledges the financial and technical support from the European Union and the International Labour Organisation in developing the Employment Governance Framework for the coordination and implementation of the National Employment Strategy.

In addition, the Ministry is extremely grateful to the technical support extended by the Economic Policy Research Centre and the invaluable contribution of the Drafting Sub-Committee of the, National Employment Council (NEC) and other stakeholders' respectively.



## **ABBREVIATIONS**

<b>COFTU</b>	<b>Central Organisation of Free Trade Unions</b>
<b>EAC</b>	<b>East African Community</b>
<b>EPRC</b>	<b>Economic Policy Research Centre</b>
<b>EU</b>	<b>European Union</b>
<b>FUE</b>	<b>Federation of Uganda Employers</b>
<b>ILO</b>	<b>International Labour Organisation</b>
<b>LAB</b>	<b>Labour Advisory Board</b>
<b>LGs</b>	<b>Local Governments</b>
<b>MAAIF</b>	<b>Ministry for Agriculture, Animal Industry and Fisheries</b>
<b>MDAs</b>	<b>Ministries, Departments and Agencies</b>
<b>MEL</b>	<b>Monitoring, Evaluation and Learning</b>
<b>MoES</b>	<b>Ministry of Education and Sports</b>
<b>MoFPED</b>	<b>Ministry of Finance Planning and Economic Development</b>
<b>MoGLSD</b>	<b>Ministry of Gender, Labour and Social Development</b>
<b>MoLG</b>	<b>Ministry of Local Government</b>
<b>MoPS</b>	<b>Ministry of Public Service</b>
<b>MTEF</b>	<b>Medium Term Expenditure Framework</b>
<b>MTIC</b>	<b>Ministry of Trade, Industry and Cooperatives</b>
<b>NEC</b>	<b>National Employment Council</b>
<b>NEP</b>	<b>National Employment Policy</b>
<b>NES</b>	<b>National Employment Strategy</b>
<b>NGOs</b>	<b>Non-Government Organizations.</b>
<b>NOTU</b>	<b>National Organisation of Trade Unions</b>
<b>NPA</b>	<b>National Planning Authority</b>
<b>OP</b>	<b>Office of the President</b>
<b>OPM</b>	<b>Office of the Prime Minister</b>
<b>PIAPs</b>	<b>Programme Implementation Action Plans</b>
<b>PSFU</b>	<b>Private Sector Foundation</b>
<b>PWGs</b>	<b>Programme Working Groups</b>
<b>SDGs</b>	<b>Sustainable Development Goals</b>
<b>TVET</b>	<b>Technical and Vocational Educational Training</b>
<b>UBOS</b>	<b>Uganda Bureau of Statistics</b>
<b>ULGA</b>	<b>Uganda Local Government's Association</b>





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# 1. OVERVIEW OF EMPLOYMENT GOVERNANCE

## 1.1 INTRODUCTION

**Uganda is facing a wide range of employment challenges despite the country's sustained economic growth in the last two decades.** Insufficient structural transformation to develop and expand job-rich sectors, limited economic diversification and weak labour market institutions are largely attributable to have facilitated the jobless growth. This has led to a significant underutilisation of labour due to: missing employment opportunities in the labour market; expansion of lower-productivity activities where workers earn lower wages and have limited rights compared to their counterparts in high-value sectors; and high levels of informality, youth unemployment and pervasive gender-based inequalities. The inefficiencies in the labour market, such as the lack of information flows between job seekers and employers and the mismatch of demanded and supplied skills accentuate the unemployment situation in Uganda.

### **OTHER EXTERNAL FACTORS HAVE FURTHER EXACERBATED THE VULNERABILITY OF THE LABOUR MARKET:**

- First, the Covid-19 pandemic has had a devastating impact on the world of work globally, but particularly in developing economies like Uganda. A recent policy brief (2021) indicated that surveyed firms and their staff have lost 30 percent of their income due to a prolonged lockdown with disproportionate effect on informal workers and unskilled workers. The International Labour Organisation (ILO) argues that labour markets will not create sufficient jobs to those who became inactive and unemployed during the crisis as well as new cohorts entering the labour market. This suggests that labour markets in low- and middle-income countries will take long time to recover considering the inadequate access to vaccines and greater constraints on fiscal spending.
- Second, the refugee influx, estimated at 1.2 million, is also a daunting issue which further stresses the existing economic and labour market challenges. Finally, climate change become a major threat to Uganda's sustainable development in general and growth sectors with highest employment potential in particular. The recent climatic events across the world and associated studies and analyses point to an alarming future prospects—i.e. many of the changes observed in the climate in all regions are unprecedented in the thousands, if not hundreds of thousands of years, and some of these changes are irreversible over hundreds to thousands of years.

**Uganda's impressive economic growth and poverty reduction strategies have not been as inclusive as expected because the strategies were based on the assumption that everyone had the ability to participate in and benefit from development equitably.** Yet, clearly those growth experiences have not created enough jobs and employment opportunities for most



Ugandans, especially those living in poverty. The country's Gini Index increased from 0.35 in 2005 to 0.45 in 2019. Further, inequalities between regions, gender and age groups have also deteriorated. Looking ahead, a fully-inclusive socio-economic growth is an inspiration to be strived for and an imperative to be met.

## 1.2 EMPLOYMENT CREATION ENABLING POLICY ENVIRONMENT

**Given the high levels of unemployment, underemployment, working poverty and informality in Uganda, job creation has been prioritised as a national objective in the country's development frameworks.** The employment agenda is therefore supported by a range of national policies and strategies as basis of which the government adopts a whole-of-government approach to develop and restructure where necessary and appropriate. The formulation and implementation of such policies will enable the transformation of the Ugandan economy into a sustainable and equitable economy capable of generating gainful and productive employment for majority of Ugandans.

**The regulatory environment in Uganda is conscious of the need to ensure productive and decent employment for Ugandan citizens.** For example, Article 40 of the 1995 Constitution of the Republic of Uganda stipulates the economic rights of every person in employment or engaged in any form of work. Clause 1 of the Article calls for the enactment of laws that: a) provide for the right of persons to work under satisfactory, safe and healthy conditions; (b) ensure equal pay for equal work without discrimination; and (c) ensure that every worker is accorded rest and reasonable working hours and periods of holidays with pay as well as remuneration for public holidays.

**The National Development Plan (NDP III) provides both strategic objectives and targets for stimulating the economy to create more and better jobs for majority of Ugandans.** The overall theme of the NDP III is to foster sustainable industrialisation to promote inclusive growth, employment and wealth creation. The plan also projects the creation of 2.5 million jobs over the period of its implementation (2020-2024). Considering the fact that employment creation is a major driver for sustainable economic growth, all sectors are tasked to contribute and mainstream employment creation targets in their respective plans and strategies. The plan also proposes specific targets for streamlining and reforming youth and women employment programmes.

**Relatedly, the NDP III also outlines parameters that are intended to enable job-centred economic growth in Uganda.** Among others, these comprise: building a strong technical skills and vocational base as well as well-defined educational requirements for the expanding labour force; stimulating entrepreneurial and innovation culture; expanding socio-economic labour-intensive infrastructure; facilitating improved business environment for domestic and foreign investment; and enhancing the integration with regional and global value chains, among others. Moreover, the plan puts a lot of emphasis on generation and analyses of up-to date and reliable labour statistics to measure, monitor and report the jobs created in the course of the plan's lifecycle.





**The Employment Act (2006) and the National Employment Policy (2011) were passed to operationalise the Constitution’s labour-focused articles and stipulations.** For example, Part III of the Employment Act (2006) on “Administration and Jurisdiction” calls for establishing an Advisory Board to guide the governance of labour-related issues in Uganda, clearly outlining the functions of the Board. Equally, the National Employment Policy states that: in order “to coordinate, guide, streamline and monitor efforts towards implementation of the policy, a National Employment Council (NEC) shall be established”. Its membership shall be at the Permanent Secretary or Chief Executive Officer level from responsible Ministries, Departments and Agencies (MDAs), with the Chairmanship and Secretariat being assumed by the Ministry of Gender, Labour and Social Development (MoGLSD).

**The Local Government Act (2006) decentralises to local governments executive decision-making—planning and implementing local economic development interventions—and fiscal (budgetary) authority.** A flagship government programme is the Inter-Governmental Fiscal Transfer Reform Programme (IGFTRP) whose objective is to “deepen decentralisation and citizen participation in local development”. Relatedly, the Uganda National Local Economic Development Policy (LED) is meant to facilitate a conducive economic and policy environment for private sector investment and employment creation in local areas for improved household income and service delivery. The LED is a mechanism which provides strategic framework and tools for achieving a coordinated economic development at the local level which are geared towards: poverty reduction; food security; gender equality; and the stimulation of employment opportunities for the increasing labour force.

### 1.3 CURRENT INSTITUTIONAL FRAMEWORK FOR EMPLOYMENT GOVERNANCE

**Despite the existence of the above-described regulatory, policy and facilitative instruments for employment creation, Uganda does not have a recognised integrated and functioning governance framework with a coordination structure for employment.** Although the tripartite structures have and continue to play a central role in the planning and implementation cycles of government policy processes, the current employment governance organs such as the Labour Advisory Board and the Minimum Wage Board have a narrow mandate that is limited to the regulatory and institutional labour matters, but which cannot realistically drive employment promotion. Employment promotion fundamentally relies on adequate economic policymaking bringing together macroeconomic, sectoral and labour market policies that put employment at their centre. This requires actions across the whole of government. Furthermore, there seems to be little consideration of promoting broader national employment-centred socio-economic policy development and concerns of informal economy workers.





**The National Employment Policy (NEP-2011) serves as the primary instrument for defining the institutional arrangement for employment coordination** The policy outlines key Ministries, Departments and Agencies and social partners that have a key role in employment creation. The Ministry of Gender, Labour and Social Development has the overall mandate to spearhead employment policy formulation, implementation and coordination in collaboration with respective MDAs. The Ministry also provides a facilitative instrument to develop multi-sectoral National Programme of Action on Employment. The policy also tasks the Ministry to offer technical support in promoting and mainstreaming employment agenda in sector-based policies, strategies and plans, including decentralisation of employment at the local government levels. Finally, the policy assigns the Ministry to provide up-to-date labour market information to inform policy making.

**The NEP articulates the specific roles and responsibilities of several other relevant government agencies, i.e. the Ministry of Finance, Planning and Economic Development (MFPED), the National Planning Authority (NPA) and the Uganda Bureau of Statistics (UBOS).** The role of MFPED is to ensure the availability of resources and to attract investments with the potential to stimulate employment creation. In turn, the NEP tasks the National Planning Authority to create linkages between employment creation efforts in national and local planning processes, ensuring that both private sector and civil society organisations (CSOs) are actively engaged. UBOS is mandated to collect, analyse and interpret labour statistics in a timely fashion, ensuring that relevant surveys, i.e. National Labour Force and Household Surveys, are designed to provide relevant labour market information.

**The NEP and NDP III both provide a strong recommendation to establish a National Employment Council (NEC)—a hierarchical technical coordination structure at the national level to ensure the coordination of actions undertaken by various employment creation stakeholders.** Additionally, the NEP clearly articulates: the criteria for membership; frameworks for the coordination of various initiatives; the approaches to the implementation processes; and the tools and procedures for monitoring, evaluation and learning.

**Anchored in the social dialogue arrangement, the policy also recognises the role of the Federation of Uganda Employers (FUE) and National Association of Trade Unions (NATU) to actively participate in the policy's formulation and implementation process.** The importance of the contribution of Uganda's CSOs is reflected in the policy, particularly in the areas of research, advocacy, and the provision of legal support services to vulnerable groups.

**The policy stipulates the adoption of decentralisation imperatives which propose the appointment of employment officers at the district level** to promote labour-intensive approaches, collect and disseminate labour market information and attract more resources to implement and coordinate initiatives to strengthen employment creation.

**As outlined below in detail, the institutional employment governance arrangement above described faces three main challenges:** the absence of national employment/jobs strategy; insufficient labour market statistics and information; and the absence of an elaborate system for integrating and coordinating employment policies between national and local actions.





- **The absence of a National Employment Strategy (NES):** although the NDP III enshrines employment creation as a robust foundation for the country's transformation, implementing this commitment is hampered by ad hoc planning processes and fractured interventions, overlapping mandates and inadequate support mechanism to promote, integrate and mainstream employment creation. While the government recognises its role in facilitating/creating jobs for its fast-growing working age population, a set of poorly-formulated policies were adopted to inform the design and delivery of ineffective interventions as part of addressing both supply and demand of the labour market.

Conventional wisdom dictates that no country can capitalise on its large economic potential and fast-growing population without a robust, clear and well-informed employment strategy. It is on the basis of this rationale that the Ministry of Gender, Labour and Social Development, in collaboration with all key stakeholders, recently initiated the design and formulation of Uganda's first National Employment Strategy which will provide overall strategic direction, the appropriate institutional governance structure as well as implementation approaches and framework.

- **Limitations on Labour Market Statistics and Information:** although largely confined to employment and unemployment concepts, Uganda is known to collect vast amounts of labour market statistics. Additionally, there is a very strong focus on the collection of labour supply side statistics (households and individuals). However, a key gap exists in the limited availability of up-to-date, relevant and reliable business statistics which, in accordance with international best practices, are essential to guide policy interventions aimed at stimulating job-rich growth.

Considering the complex nature of Uganda's labour market with regional variations, analysis and interpretation of the available labour market statistics and related information is equally important to translate labour into employment outcomes. As per best practices in labour market outcome enhancement, timely labour market information analysis is an integral element in building strong linkages between formulation of effective employment policies and their implementation and monitoring at national and sub-national levels.

- **The absence of an elaborate coordination mechanisms for employment:** as an inter-sectoral process, employment creation requires substantial emphasis on coordination through the establishment of multi-layered mechanisms aimed at promoting social dialogue and the creation of collaborative partnership between different tiers of government, civil society, private sector and development partners. The current framework is characterised by two weaknesses: limited institutional linkages to formulate and coordinate different policy instruments due to the silo mentality among MDAs; inadequate technical and financial capacities; and limited integration and coordination on employment between national and sub-national levels. To tackle these challenges, a strong framework for coordinating various functions of





labour market is essential in which each stakeholder at national and district levels plays its finely-attuned part to contribute to a joint national employment strategy.

## **2. PROPOSED EMPLOYMENT GOVERNANCE FRAMEWORK**

**In light of the above specified challenges and existing weak policy and regulatory framework, this employment governance is established to accelerate the Uganda's employment creation agenda.** it defines and guides the overall employment objectives and targets as set forth by the NDP III and the NES.

**The framework adopts a flexible and context-based approach which aptly embraces the diversified normative influences of existing sectoral and local level aspirations and interventions related to employment creation.** Moreover, the framework fosters the development of shared understanding and mutual learning among all stakeholders which is a prerequisite for achieving the national employment objectives. As such, the framework facilitates interactions and strong partnership to translate and concretise employment targets in a coherent and sequenced manner.

**The framework is anchored on the promotion of national tripartite social dialogue between government, employer and worker organisations.** This is achieved through the enhanced involvement of social partners in policy formulation and implementation processes as employment governance tool to build consensus and facilitate the creation of a conducive environment for inclusive employment among all constituents at the sectoral and industrial levels. Relatedly, the framework strengthens employment governance through leveraging the competencies and capacities of social partners in the NES implementation process.

**Building on the institutional arrangements established by the NEP and LED Policy, the framework ensures horizontal and vertical coordination in accordance with the Comprehensive National Development Planning Framework (CNDPF).** The framework will provide the necessary methodological and technical guidance, organisational structures, tools and capacities to cultivate integrated coordination towards the achievement of national employment objectives. Additionally, the framework serves the purpose of coordinating matters pertinent to employment with other regional, national and local structures.

### **2.1 STRATEGIC OBJECTIVE OF EMPLOYMENT GOVERNANCE FRAMEWORK**

**The employment governance framework is a coordination and management mechanism aimed at facilitating the overall achievement of national employment objectives as set out in the NDP III and NES.** This is achieved through: the provision of strategic and policy-level guidance; effective oversight of the design and delivery of the NES' proposed reform priorities and interventions; and the operationalisation and strengthening of employment governance coordination.



**The framework facilitates the regulation of the NES for greater openness, promotion synergies and accountability while commitment, ownership by all stakeholders, and guiding the implementation process through a coordinated and integrated approach.**

The employment governance framework provides the foundation for good governance in order to institutionalise and implement the country's National Employment Strategy, i.e. defining clear roles, responsibilities and accountability among all relevant stakeholders as highlighted below:

- a) Provide strategic leadership and technical guidance in the design and implementation of the National Employment Strategy (NES) in partnership with all relevant stakeholders at national and sub-national level.
- b) Lead the overall multi-level coordination and management support for ensuring the effective formulation and implementation of the National Employment Strategy.
- c) Provide policy guidance and technical assistance to the government counterparts and social partners in promoting and mainstreaming employment objectives at the sectoral and local levels.
- d) Provide overall leadership and support in analysing, measuring, monitoring and reporting the impact of National Employment Strategy as well as the realisation of employment objectives in the country.
- e) Guide all efforts towards the promotion of the social dialogue to strengthen the effective participation in and ownership of the national tripartite structures in the strategy's implementation processes.
- f) Play a leading knowledge management role in the generation, dissemination and uptake of lessons learned and evidence from NES delivery in partnership with research and education network.



## 2.2 EMPLOYMENT GOVERNANCE FRAMEWORK GUIDING PRINCIPLES

Outlined in the Uganda Vision 240, NDP III, and NEP, the framework ensures the adoption of good governance principles in the coordination, institutionalisation and delivery of the NES. These principles include: the promotion of constitutional democracy , the protection of human rights , the rule of law , transparency and accountability , and effectiveness and regulatory quality .

Similarly, the observance and protection of human rights is a critical feature of good governance and gender equality and equity, which is enshrined in the guiding principles adopted by the framework. Efforts will be made to support citizen engagement and participation as a good governance practice as enshrined in other related laws, policy implementation and their institutional interaction with the citizens in the country.

Beyond Uganda's legal and policy regulation, the framework recognises the United Nation's Sustainable Development Goals (SDG 2030), particularly:

- **SDG 1** – End Poverty in all its Forms Everywhere
- **SDG 5** – Gender Equality
- **SDG 8** – Promote Sustained, Inclusive and Sustainable Economic Growth, Full and Productive Employment and Decent Work for All
- **SDG 10** – Reduce Inequality within and among Countries
- **SDG 16** – Promote Peaceful, Just and Inclusive Societies and
- **SDG 17** – Revitalise the Global Partnership for Sustainable Development.

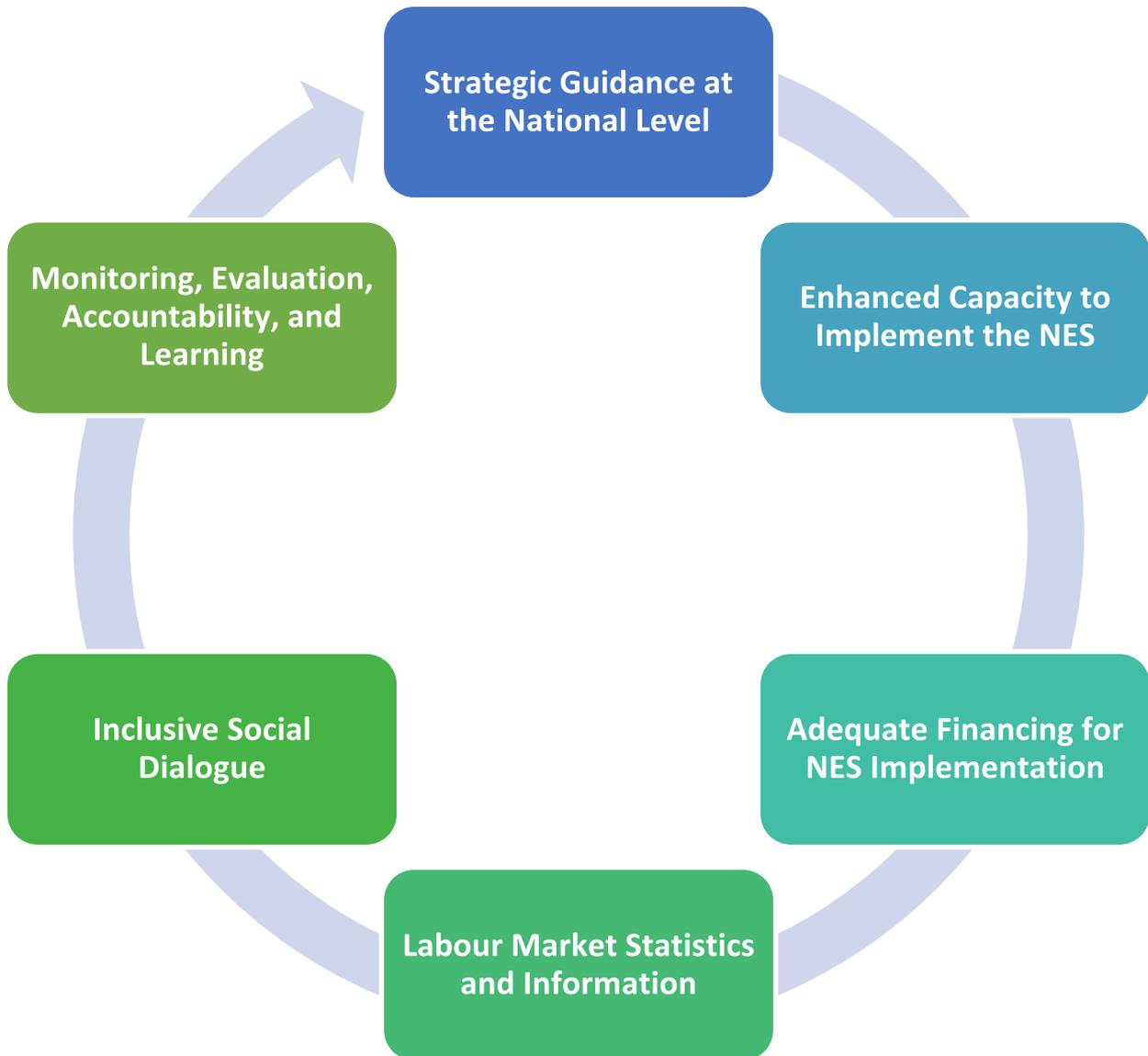
Further, the framework supports the aspirations of the African Union (AU) Agenda 2063, which seeks to have an Africa of good governance, democracy, and respect for human rights, and justice and the rule of law. Equally, the framework reflects the values of Pillar 3.6 of the East African Community (EAC) Vision 2050, which calls for democratic values, human rights, access to justice and the rule of law as entrenched in the regulatory frameworks of all East African Partner States. Finally, the framework recognises the ILO's International Labour Standards, Recommendations and Conventions ratified by Uganda.



### 2.3 INSTITUTIONAL ARRANGEMENT FOR EMPLOYMENT GOVERNANCE FRAMEWORK

Employment being a broad-based and multi-sectoral issue, the implementation of the National Employment Strategy requires to be firmly supported by an institutional arrangement with clear roles and responsibilities. This employment governance framework serves the purpose of providing the institutional framework for implementing the NES in Uganda as highlighted in the chart below:

**FIGURE 1: INSTITUTIONAL REQUIREMENTS FOR THE IMPLEMENTATION OF THE NES**



**Strategic Guidance at the National Level:** an overall strategic approach in which the government sets out the overall development and employment objectives and translates into operational strategies and plans. The strategic approach provides policy-level guidance and feedback systems to the various stakeholders involved in the delivery of the strategy.

**Constitutional democracy:** all leadership and secretariat members shall be legitimately elected or appointed by the relevant authorities as established by the governance institutions, processes and practices of the framework.  
**Protection of human rights:** all human rights shall apply in the framework and be applied without any form of discrimination at management level, involvement in employment creation and in service delivery process.  
**Rule of law:** all enacted laws under the Uganda constitution of 1995 shall be followed and applied in all Institutions, processes and practices of the framework, impunity within the employment creation space shall be prohibited.  
**Transparency and accountability:** shall be guaranteed through disposal of public funds and articulation of public spending for public appraisal at all levels of employment creation in the country  
**Framework effectiveness and regulatory quality:** shall be ensured through monitoring and evaluation of institutions, processes and practices assess the interactions deficiencies or gaps and find possible to efficient functionality of institutions instituted.  
**Equity and Inclusiveness:** the framework shall ensure sensitivity of the vulnerabilities and accommodate the varying categories such as the disabled, widowed, children, youth in remote places etc. in regulating the employment creation processes



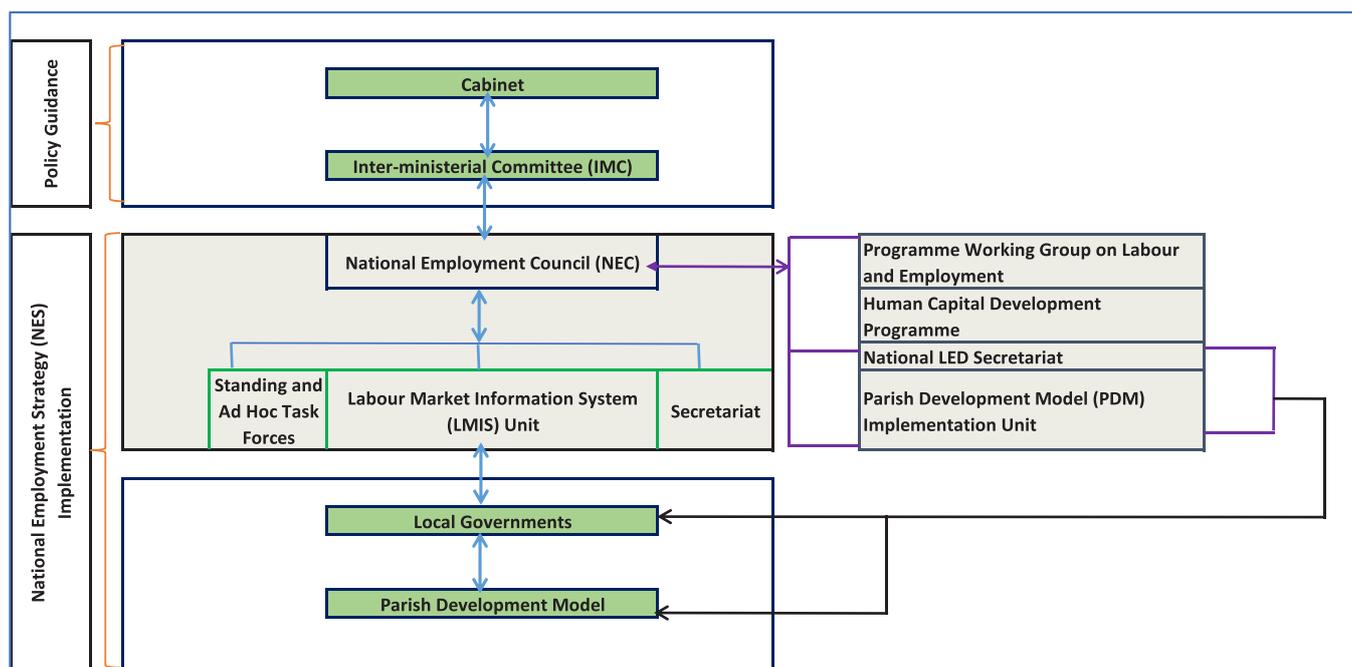
- **Enhanced Capacity to Implement the NES:** involves the provision of multidimensional support as part of enhancing the stakeholders' capacity to promote, mainstream, integrate and implement different components and priorities of the strategy.
- **Adequate Financing for NES Implementation:** ensuring to allocate adequate resources to finance all the activities and initiatives involved in the NES' implementation process.
- **Labour Market Statistics and Information:** ensures that relevant statistical data, information and analysis are available to be used for policy making as well as for evaluating the actual performance of the strategy against its anticipated outcome.
- **Inclusive Social Dialogue:** supporting participatory and inclusive social dialogue helps to ensure the effective engagement of employer and worker organisations and civil society organisations and that their priorities are reflected in the strategy.
- **Monitoring, Evaluation, Accountability, and Learning:** the effective delivery of the NES significantly hinges on the monitoring of progress, assessment of performance, and the evaluation of impact. Additionally, learning and the uptake of evidence are critical to future iterations of the strategy.

**In institutionalising the various elements outlined above, the institutional arrangement for the coordination and implementation of the NES is multi-faceted.** The framework comprises mutually reinforcing structures that foster vertical and horizontal coordination across all levels of governance in Uganda. The horizontal coordination is achieved through inter-ministerial coordination mechanism at the central level, while the vertical coordination is pursued through mechanisms to bring together various actors at central and local levels. In addition, the framework assigns the roles of the different structures to avoid conflict and inefficiency that may arise due to the overlap of responsibilities across the MDAs. Nonetheless, key MDAs have been embedded in the governance framework to ensure that they contribute to driving the success of the coordination and implementation of the NES.

**Accordingly, the institutional arrangement for employment governance comprises primary bodies which are mandated to assume key responsibilities within the framework as well as supportive structures which, although not part and parcel of the framework, directly or indirectly affect the delivery of the employment governance as highlighted in chart below:**

**FIGURE 2: INSTITUTIONAL ARRANGEMENTS FOR EMPLOYMENTS FOR EMPLOYMENT FOEVERNANCE UNDER THE NATIONAL EMPLOYMENT STRATEGY**





## 2.4 ROLES AND RESPONSIBILITIES OF THE EMPLOYMENT GOVERNANCE BODIES

Each layer of the employment governance arrangement has a set of specific tasks and functions which are informed by and aligned with their respective mandates, position and profile within Uganda’s overall governance framework—i.e. national, local and sectoral levels. As earlier noted, this structure aims to provide support to individual MDAs to play a key role in the overall framework as well as strengthening the coordination amongst various bodies and institutions. The key roles and responsibilities of each body is set out in the table below:

**TABLE 1: STAKEHOLDERS’ ROLES AND RESPONSIBILITIES FOR THE IMPLEMENTATION OF TH NES**

BODY	
<b>CABINET</b>	
1. Chair	President/Prime Minister
2. Main Roles and Responsibilities	<ul style="list-style-type: none"> <li>• Provide overarching political leadership to the inter-ministerial committee on the delivery of the NES.</li> <li>• Promote and mainstream employment objectives through existing and new public policy instruments at the national, sectoral and local levels.</li> </ul>
3. Participants	<b>a) Membership</b> <ul style="list-style-type: none"> <li>• Members of the Cabinet</li> </ul> <b>b) Secretariat:</b> <ul style="list-style-type: none"> <li>• NEC Secretariat</li> </ul>
4. Frequency	Quarterly or as requested by the chair.
Inter-ministerial Committee – Top Policy Management	
1. Chair	<b>Chair:</b> Minister of the Ministry of Gender, Labour and Social Development



2. Main Roles and Responsibilities	<ul style="list-style-type: none"> <li>• Provide political guidance and oversight for the coordination and implementation of the NES.</li> <li>• Provide policy guidance and direction to MDAs to coordinate and mainstream employment policies, strategies and programmes across all public administration levels.</li> <li>• Work closely with development partners interested in financing employment aspects of the country’s development agenda.</li> <li>• Provide regular briefing and updates on the progress of the NDP III employment agenda (NES’s delivery) to the Cabinet.</li> </ul>
3. Participants	<p>a) Membership</p> <ul style="list-style-type: none"> <li>• Ministry of Gender, Labour and Social Development</li> <li>• Ministry of Financing, Planning and Economic Development</li> <li>• Ministry of Local Government</li> <li>• Ministry of Agriculture, Animal Industry and Fisheries,</li> <li>• Ministry of Public Service</li> <li>• Ministry of Education and Sports</li> <li>• Ministry of Trade, Industry and Cooperatives</li> </ul> <p>b) Permanent Observers:</p> <ul style="list-style-type: none"> <li>• Donors and Development Partners</li> <li>• Federation of Uganda Employers</li> <li>• National Organisation of Trade Unions</li> </ul> <p>c) Secretariat:</p> <ul style="list-style-type: none"> <li>• NEC Secretariat</li> </ul>
4. Frequency	Quarterly or as requested by the chair.
<b>National Employment Council (NEC)</b>	
1. Chair	Permanent Secretary of the Ministry of Gender, Labour and Social Development





## 2. Main Roles and Responsibilities

- Provide overall technical guidance, direction and oversight on the formulation, implementation and resource mobilisation of the NES.
- Ensure the necessary institutional arrangements are put in place through the effective facilitation of multi-sectoral coordination efforts within the design and delivery of the NES.
- Ensure the alignment of NES objectives and interventions with the NDP III and other national and local level strategies/plans.
- Ensures the coordination of NES delivery with other relevant interventions and programmes at national and local level, i.e. Working Groups on Labour and Employment and Human Capital Development and National LED Secretariat, etc.
- Monitor and assess the performance and progress of the NES' delivery, ensuring utmost adherence to the guiding principles and other best practices recommended by other bodies within the framework.
- Guide, operationalise and oversee the work of the Secretariat and LMIS unit to provide the necessary support to the functioning of the NEC.
- Serve as the key problem-solving and risk management body in the delivery of NES interventions.

### **The NEC is supported by the following bodies:**

**NEC Task Forces** will be established upon the completion of the NES and will consist of:

Standing Task Forces: permanent committees which are specifically tasked to handle the different components/pillars of NES.

Ad-hoc Task Forces: makeshift committees which are temporarily set up to carry out specific activities as and when assigned.

LMIS Unit will be hosted in the MoGLSD to:

- Produce systematic, timely and up-to-date LMIA to diagnose the labour market situation and trends in its broader macro-economic context to inform policy-making and programming in collaboration with relevant stakeholders at national, sectoral and local level.
- Guide the focused collection and compilation of labour statistics and information in the country in collaboration with UBOS.
- Interpret and analyse the best and most relevant statistics and disseminate LMIA on a continuous basis.
- Serve as a hub for labour market statistics and information as part of a broader labour market intelligence system.
- Provide advice and guidance in the area of employment to the various producers and users of labour market information.

Secretariat will be hosted in the MoGLSD to:

- Provide coordination support to the NEC in the operationalisation of the governance framework.
- Make strategic efforts to expand the role and influence of social dialogue within the government and beyond to address broader socio-economic policy development.
- Promote better information and data sharing across all levels, including disaggregated data on all programmes and activities.
- Take minutes, schedule meetings, ensure that overall communication and dissemination efforts are undertaken, and action plans followed.
- Work closely with Standing and Ad-hoc Task Forces, MDAs and local governments to adopt and effectively participating in the employment governance framework.

Development Partners

- Play a key role in providing technical and financial support to the design and delivery of the NES.
- Participate in the various Standing and Ad-hoc Task Forces in accordance with their mandate and portfolio. .





<p>3. Participants</p>	<p>a) Membership</p> <ul style="list-style-type: none"> <li>• Ministry of Gender, Labour and Social Development</li> <li>• Ministry of Financing, Planning and Economic Development</li> <li>• Ministry of Local Government</li> <li>• Ministry of Agriculture, Animal Industry and Fisheries</li> <li>• Ministry of Public Service</li> <li>• Ministry of Education and Sports</li> <li>• Ministry of Trade, Industry and Cooperatives</li> <li>• Ministry of Lands, Housing and Urban Development</li> <li>• Ministry of Internal Affairs, Immigration Department</li> <li>• Ministry of Energy and Mineral Development</li> <li>• National Planning Authority</li> <li>• Uganda Bureau of Statistics</li> <li>• Donors and Development Partners</li> <li>• Federation of Uganda Employers</li> <li>• National Organisation of Trade Unions</li> <li>• Private Sector Foundation</li> <li>• Enterprise Uganda</li> <li>• Uganda Investment Authority</li> </ul> <p>b) Permanent Observers:</p> <ul style="list-style-type: none"> <li>• Working Groups on Labour and Employment</li> <li>• Human Capital Development Working Group</li> <li>• National Secretariat for LED</li> <li>• Parish Development Model Implementation Unit</li> </ul> <p>c) Secretariat:</p> <ul style="list-style-type: none"> <li>• NEC Secretariat</li> </ul>
<p>4. Frequency</p>	<p>Monthly or as requested by the Chair.</p>
<p>Local Governments</p>	
<p>1. Chair</p>	<p>CAO/Town Clear</p>



<p>2. Main Roles and Responsibilities</p>	<ul style="list-style-type: none"> <li>• Identify key employment priorities at the local level and accordingly communicate to the Standing and Ad-hoc Task Forces of the NES.</li> <li>• Promote the mainstreaming of employment objectives and priorities in local-level planning and budgeting processes as well as in existing implementation frameworks, i.e. district development plans/LED plans.</li> <li>• Mobilise resources and investments from multiple sources – public, private and communities – to maximise effectiveness in employment creation interventions.</li> <li>• Monitor and analyse planned and ongoing employment creation projects and programmes as part of the wider local economic interventions.</li> <li>• Report employment related issues to the MoLG to ensure that local government priorities are linked and well-articulated to NEC.</li> </ul> <p>Parish Development Model</p> <ul style="list-style-type: none"> <li>• Engage citizens through their PDM, local district platforms and citizens Baraza’s organised by the OPM and MoLG.</li> <li>• Play a critical role in advocating for and enabling public institutions to be more effective, accountable, transparent, and equally important inclusive through digital platforms.</li> <li>• Contribute to assessing local needs through physical and virtual meetings/consultations regarding the vision and mission of the NES.</li> <li>• Contribute to the effective design and delivery of local public projects and assist their implementation of employment creation initiatives.</li> </ul>
<p>3. Participants</p>	<p>a) Membership:</p> <ul style="list-style-type: none"> <li>• District councils, departments of planning</li> <li>• Representatives of Employer and Workers Organisation</li> <li>• Representatives of Local Civil Society Organisations</li> </ul> <p>b) Permanent Observers</p> <ul style="list-style-type: none"> <li>• Representatives of MDAs at the local level</li> </ul> <p>c) Secretariat:</p> <ul style="list-style-type: none"> <li>• Local government employment officers</li> </ul>
<p>4. Frequency</p>	<p>Biweekly or as designated by the Chair.</p>



## 2.5 FINANCING OF THE NATIONAL EMPLOYMENT STRATEGY

The NES fully reflects the aspirations of NDP III's Economic Growth Strategy and the Job Creation Strategy. These aspirations have been translated into actionable interventions to be integrated into the plans and strategies of different MDAs, LGs, development partners and the private sector. The existence of sufficient data from UBOS and NPA will enable the drafting of evidence-informed plans. However, employment impact assessments shall be necessary to strengthen the pre-employment plans, especially at the LG level.

**In close collaboration with MoFPED, the NEC ensures that the Programme Budget Framework Papers (PBFs) allocate sufficient funds to finance the implementation of NES priorities in accordance with the principles/guidelines of pro-employment budgeting.** MDAs and LGs shall clearly show details of resources allocated to NES priorities agreed upon with NEC. MoFPED and the NEC shall ensure that the budget guidelines reflect NES interventions. Notably, MoFPED ensures that PBFs and budgets of the different MDAs and LGs comply with the pro-employment budget principles and mainstream employment throughout.

**Concerning pro-employment financing, MoFPED and its development partners shall allocate funds to finance NES interventions on annual basis.** The NES will identify the key components that require co-funding by the state and development partners and will work closely with the Secretariat to avoid duplication and wastage of resources.

## 2.6 MONITORING, EVALUATION AND LEARNING

**Although part of the NES' overall Monitoring, Evaluation, Accountability and Learning (MEAL) Framework, a separate monitoring, evaluation and learning (MEL) system shall be instituted to focus specifically on the employment governance framework .** The former is a strategic framework operating at a higher, coordinating level focusing on the impact assessment of the NES. However, to institutionalise a culture of MEL within the employment governance framework, MDAs, LGs, DPs, and other stakeholders need to have a shared vision, mechanisms, and processes to assess the effectiveness of the NES' delivery from governance perspectives. The governance-focused MEL system will be designed and deployed to monitor and evaluate the performance and impact of all the state and non-state actors which are involved in the delivery of NES interventions as part of informing subsequent planning and budgeting.

**The different implementing agencies are responsible for providing information (report) on the different NES interventions (targets and outcomes) on a quarterly and annual basis, depending on the nature of the indicator and as agreed upon with NEC.** Notably, in tracking the outcomes of the NES' delivery, the employment governance institutions as outlined above work closely with OPM and UBOS who are mandated to undertake MEL processes for the whole of government .





### **3. IMPLEMENTING THE EMPLOYMENT GOVERNANCE FRAMEWORK FOR NES**

The implementation of the employment governance framework necessitates the achievement of specific actions essential for delivery of the NES. As highlighted below in more detail, this section provides strategic actions which are instrumental for the strategy's effective implementation.

#### **3.1 ENABLING INTEGRATED COORDINATION**

The employment governance framework recognises the need to adopt an integrated approach on facilitating the coordination of efforts undertaken by the various actors and stakeholders. The framework comprises mutually reinforcing structures that foster vertical and horizontal coordination across all levels of governance in Uganda. The horizontal coordination will be achieved through inter-ministerial coordination mechanism at the central level, while the vertical coordination will be pursued through mechanisms to bring together various actors at central and local levels.

The NEC Secretariat will undertake further analyses to better understand the enablers and inhibitors of efforts to ensure that coordination is integrated at the strategic, sectoral, geographical and stakeholder levels, the outcome of which will provide feedback to the operationalisation and review, if necessary, of the framework. Further, lessons that will be learned from the formulation, implementation and monitoring of NES deliverables will provide feedback for further adaption and enhancement of the framework as a whole.

#### **3.2 APPROPRIATE ENGAGEMENT OF RELEVANT ACTORS AT ALL LEVELS**

The successful implementation of the employment governance framework and the NES's more broadly hinges on the effective participation of the key stakeholders. The active involvement and contribution of each stakeholder is regarded as a resource contributing towards the realisation of Uganda's employment objectives. The design of this governance framework is informed by an approach which aims to ensure the timely mobilisation of all stakeholders and their effective collaboration on all issues pertinent to employment creation. The framework aims to provide tailored technical assistance to local governments in designing employment-centred local development plans and, in doing so, adopts measures to promote transparency with all relevant stakeholders as a part of the wider mobilisation strategy.

#### **3.3 FOSTERING A SHARED UNDERSTANDING BETWEEN STAKEHOLDERS**

This governance framework aims to promote the creation of shared perspectives between all stakeholders in regards to key employment trends and their implications in the country's broader economic context. In particular, the Labour Market Information System (LMIS) Unit and the Secretariat, in collaboration with UBOS, are tasked to focus on promoting shared understanding amongst all stakeholders. Using the NES' communication strategy as reference point, the framework is intended to foster collaborative partnership among all stakeholders. On the basis of





this, the framework will subsequently create linkages between economic planning, labour market statistics and information, and programming targeted interventions in order to address binding constraints on employment creation.

### 3.4 KEY RISKS AND MITIGATION MEASURES

As this is Uganda’s first National Employment Strategy, it is inevitable that its formulation and implementation process is faced with numerous challenges and risks. The table below provides a preliminary list of the risks and challenges which are expected to impede the actualisation of the intended goals and objectives of the NES. As a result, the employment governance framework is inherently designed to exploit the synergy and mutually reinforcing strengths of its state and non-state member organisations to collectively undertake mitigation measures in order to successfully implement NES deliverables.

**TABLE 2: ANTICIPATED RISKS AND MITIGATION MEASURES**

CATEGORY	RISKS	RISKS AND RISK FACTORS	MITIGATION MEASURES	LEAD AGENCY
<b>Institutional</b>	Conflicting mandates and roles	<ul style="list-style-type: none"> <li>Unclear roles and responsibilities in the NES and the framework</li> </ul>	<ol style="list-style-type: none"> <li>Clearly identify and agree on the roles and responsibilities of each actor in the NES and the governance framework.</li> <li>Core functional analyses should always be undertaken for key partnering institutions to align them to their new roles.</li> <li>An ad-hoc team shall be constituted to discuss and resolve any conflicts.</li> </ol>	MoGLSD



<b>Institutional</b>	<p>Low levels of institutional buy-in</p>	<ul style="list-style-type: none"> <li>• Some stakeholders might not appreciate their contribution to the NES.</li> <li>• The NES could be perceived as extra-responsibility to the institution.</li> </ul>	<ol style="list-style-type: none"> <li>1. Clearly indicate how participation in the NES will contribute to the overall achievement of participating MDAs and LGs.</li> <li>2. Streamline NES activities or interventions in the plans of participating institutions.</li> </ol>	<p>NEC</p>
<b>Institutional</b>	<p>Inadequate financing and de-linking the budgets from the plan</p>	<ul style="list-style-type: none"> <li>• Failure to incorporate NES interventions and governance costs in budgets of stakeholders.</li> <li>• Reliance on development partners to fund key interventions.</li> </ul>	<ol style="list-style-type: none"> <li>1. Ensure that guidelines are followed before budget approval and funding.</li> <li>2. Ensure counter-part funding for all key interventions if one delays honouring their commitment.</li> <li>3. Revising budget tools to make them employment friendly and equipping each MDAs and other actors shall be adopted to increase financing of the NES.</li> </ol>	<p>MoFPED and NEC</p>
<b>Delivery</b>	<p>Inadequate technical capacity</p>	<ul style="list-style-type: none"> <li>• Implementation of NES interventions and monitoring, evaluation and learning (MEL) activities might require new capacities that are non-existent.</li> </ul>	<ol style="list-style-type: none"> <li>1. The stakeholder's meetings should identify skills gaps and identify strategies to address them.</li> </ol>	<p>NEC</p>



<p><b>Delivery</b></p>	<p>Increased workload for liaison officers</p>	<ul style="list-style-type: none"> <li>• The liaison officers for the NES in different MDAs and LGs will have new responsibilities over the existing ones.</li> </ul>	<ol style="list-style-type: none"> <li>1. The MDAs and LGs should identify an individual whose primary role is similar to the new role.</li> <li>2. Some of the old roles of the liaison officer can be delegated to other individuals.</li> <li>3. The liaison officers could require more facilitation, given the new role.</li> </ol>	<p>NEC</p>
<p><b>Delivery</b></p>	<p>Inadequate MEL</p>	<ul style="list-style-type: none"> <li>• Weak MEL systems for supporting the NES</li> <li>• Limited financing for MEL activities</li> </ul>	<ol style="list-style-type: none"> <li>1. Strengthen the MEL systems in the different MDAs and LGs with support from OPM.</li> <li>2. Allocate adequate funding to MEL activities.</li> </ol>	<p>MoFPED, OPM, NEC</p>

